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Planning and Civic Comment

Successor to: City Planning, Civic Comment, State Recreation

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PLANNING AND CIVIC COMMENT

Published Quarterly

Successor to: City Planning, Civic Comment, State Recreation

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Planning and Civic Comment

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The Plan for the New York Region

By LAWRENCE M. ORTON*

A DECADE and a half of planning in the New York metropolitan area has produced such striking results as to prompt one to reflect on the origins of the enterprise, particularly the personalities from which it has drawn inspiration and vitality.

That this voluntary planning effort has brought steady progress toward recognized goals, there can no longer be any doubt. One such goal is the gradual realization, on the ground, of the great system of facilities which comprise the Regional Plan, as drafted and published by the Regional Plan Committee in 1929.

The Regional Plan Association, successor to the Committee, has made it a practice to conduct a careful survey of "progress" every four years, and render a report to the public. These reports are simple factual statements of the relation of all important new improvements in the Region to the proposals presented in the Plan. No attempt is made to appraise or assign credit. Nevertheless the two progress reports issued to date leave no room for doubt that a logical plan, clearly presented and supported by an effective voluntary agency, can exert great influence over the development of a community.

Substantial Progress

Only a few highlights of this "progress" can be cited here. In an eight-year period, no less than 40 percent of the major highway routes proposed for the Region have been placed under construction. In the same period, 359 miles of parkways and boulevards, representing 27 percent of the total proposed regional system, have been realized. Some 75 miles of express highways have been built, representing a much greater percentage of the somewhat modest express highway system proposed in the Plan. More than 30,000 acres of parks, a gain of 32 percent, have been added to the regional system in the same period.

Recalling that the Regional Plan was drafted in anticipation of 40 years' growth, and that a level rate of accomplishment would have seen but 20 percent of its proposals realized by 1937, it will readily be seen that the Plan is proceeding well ahead of schedule. It is equally gratifying

*Lawrence M. Orton recently resigned from the directorship of the Regional Plan Association in New York to accept service on the Planning Commission established under that city's new Charter. As is suggested in the accompanying article, the establishment of the New York official planning body makes this an appropriate time to recall the origins and progress of the Regional Plan for the New York area. Mr. Orton, whose services with the Regional Plan organization extended from 1923 to 1938, is in a position to speak with knowledge and authority on the plan for the New York region.

to note that the departures from the Plan during this same period are few in number and limited in importance.

Does the early history of this great project reveal some of the secrets of its success?

Origins of Regional Plan

As is usually the case in any successful venture, its history is studded with the names of able, public-spirited men. No less than a dozen such names will occur to anyone familiar with the development of planning in and about New York City. George McAneny has been its mainstay, first and last. During the decade 1910 to 1920, he repeatedly urged the importance of planning upon the city authorities. When politics gave the administration a complexion unsympathetic to planning, it was he who enlisted the aid of Charles D. Norton, a Trustee of the Russell Sage Foundation and associate of Burnham in the earlier planning movement in Chicago.

With unparalleled enthusiasm Mr. Norton undertook the problem, first of obtaining financial aid, and second, of organizing the whole undertaking. Suffice it to say, to the lasting credit of George McAneny and Charles D. Norton who proposed it, and of Robert W. de Forest and John M. Glenn of the Sage Foundation who responded, that an initial appropriation by the Foundation paved the way for the launching of the whole project in the year 1922 under a strong committee with the nucleus of a qualified staff. Frederic A. Delano, who had been associated with Mr. Norton in the planning of Chicago, also a Trustee of the Sage Foundation, played a leading part from the beginning, succeeding Mr. Norton as Chairman of the Regional Plan Committee upon the former's untimely death in 1923.

As its first Secretary the Committee was able to command the services of Frederick P. Keppel, now for many years President of the Carnegie Corporation. Flavel Shurtleff, long associated with the development of the planning movement in this country, and now Counsel to the American Planning and Civic Association, assisted Mr. Keppel from the beginning and laid the foundation for the organization work throughout the Region that has since been so successful a feature of the whole enterprise.

The initial engineering studies were, appropriately enough, directed by Nelson P. Lewis, for twenty years Chief Engineer of New York's Board of Estimate, and following his death in 1924 were entrusted to his son, Harold M. Lewis.

The stage was thus admirably set for Thomas Adams, of London and Edinburgh, to take over the general direction of the whole project in 1923, and carry the principal burden throughout the constructive years of the Plan's development, until his retirement from the active directorship nearly a decade later.

No recital of the Committee's staff arrangements would be complete without special mention of Edward M. Bassett, the father of zoning in this country, who has continued to advise the Regional Plan Committee and Association on these matters ever since; and of Shelby M. Harrison, then a member and now General Director of the staff of the

Russell Sage Foundation, who supervised the social studies which were so important a feature of the Regional Plan Committee's work.

Typical American Procedure

With planning successfully launched in New York City and in a majority of the surrounding counties, it is now reasonably clear that the whole course of development of the planning idea in the New York metropolitan area furnishes an interesting, yet typical, case study of the way these things happen in our country.

First, there was an attempt on the part of a handful of enlightened individuals to start this movement directly as a part of the city government. Lacking sufficiently broad public understanding and backing, the effort was doomed to failure, despite important accomplishments, and its sponsors sought private aid. Recognizing that here was a research job of the first magnitude, the Russell Sage Foundation responded, and enabled the planning of the Region to be established upon a sound foundation of scientific fact and expert advice. The published reports of the Committee are lasting evidence of the scope and thoroughness with which the task was conceived and executed.

In 1929, armed with this reservoir of objective fact and expert recommendation, the original Committee sought the moral and material assistance of a considerably larger group of citizens, and again found a ready response. This larger group, organized as the voluntary Regional Plan Association, then became the spiritual and technical successor to the Committee, and sponsor for the whole undertaking.

With the completion of the publication of the Committee's final reports in 1931, the Association assumed a more promotional character, although maintaining an adequate technical staff at all times. Planning agencies were established throughout the Region with increasing rapidity. Most recent figures indicate that there are 158 official local planning boards, and that 10 of the 17 counties outside New York City have official county planning boards. In addition, due to the efforts of the Regional Plan Association, voluntary planning groups interested in planning exist in a large proportion of the municipalities and counties alike.

This close coöperation and successful inter-relationship between voluntary and official agencies is typical of the progress that has been made in many allied fields such as public health and social welfare. As with these other social movements, so in the case of city and regional planning there has been reënacted in the New York metropolitan area the familiar drama in which voluntary groups, inspired by a few outstanding individuals, have gradually translated their enthusiasm and objectives into official action.

Although planning lies largely in the field of prophecy, this article has thus far been concerned wholly with the past. Perhaps in conclusion there should be a brief glance toward the future.

In addition to the numerous official planning bodies throughout the Region, just mentioned, there has been established in New York City a

Planning Commission which enjoys some very exceptional advantages under the provisions of the new City Charter which brought it into being. It is clearly provided that the Commission must be consulted on all matters affecting the physical development of the city, including map changes, zoning, acquisition of sites for public structures, and the like. But it is also charged with direct responsibility for advising as to their relative importance and economic soundness by means of a capital expenditures program whose preparation is entrusted to the Commission. Final decision on all these matters remains, as it should, in the hands of the city's elected officials, but the Planning Commission has power to initiate and review each project or proposal, and to present a unified program of development for the city.

In addition to its jurisdiction as laid down in the Charter, New York City's Commission will enjoy the exceptional advantages growing out of the long development of planning under private auspices in this region. Not only does the Commission inherit a vast reservoir of technical material which places it far ahead of any schedule that would otherwise be possible, but it can count upon the continued active assistance, advice, and, if need be, criticism of a vigorous private organization.

There could be no more mistaken policy on the part of the organizers of voluntary efforts like the New York Regional Plan than to abandon their work as soon as officials take it over. On the contrary, there has been built up a long record of experience in support of the conclusion that the private organization is not only useful but necessary as a continuing aid to official bodies. From all these points of view, no official planning body could be launched under better auspices than is the New York City Planning Commission, and it is confidently hoped and expected that these circumstances will contribute to a successful development and demonstration of planning techniques as an essential feature of modern municipal administration.

The New York City Planning Commission was appointed in January, 1938, with its most important task the making of a master plan for the metropolis of the future.

Each subject that the Commission will consider and supervise is, or has been, the work of special municipal departments. At present the Commission is operating with a small staff and it may call upon engineers and other municipal experts if necessary.

The Commission consists of Cleveland Rodgers, Lawrence Orton, Edwin Salmon, Arthur Sheridan, and Vernon Moon. No Chairman has been appointed as successor to Adolf Berle, Jr., who resigned to become Assistant Secretary of State. The charter calls for seven members but budget appropriation was made for only six.

EDITORIAL COMMENT

The National Resources Planning Board

The fine record of the National Resources Committee in making coördinated studies, in stimulating the creation of state planning boards, and in acting as a clearing house for federal planning activities, is deserving of Congressional action to transform it into a permanent board. There is a surprising activity on the part of the State Planning Boards. For the first time in the history of the United States, the state governments, through legally established planning boards, are studying their natural and human resources on a comprehensive scale and endeavoring to fit public works expenditures into permanent plans for intelligent and balanced development. These state boards need the inspiration and coördination of a national planning board, set up by Congress, as most of them are set up by state legislatures. Whether by means of the Byrnes Bill, now being discussed in the Senate, or by some other method, prompt action by Congress would be welcome.

A Violation of Sound Land-Use Principles

The repeated attempts to introduce dams, reservoirs and tunnels into Yellowstone National Park have in the past been repulsed. There is every indication that the present proposal will be defeated. No Secretary of the Interior has ever permitted entry into Yellowstone National Park for the purpose of making surveys leading to other-than-park use of the lands and waters. The present Secretary of the Interior is no exception. He objects to surveys which would propose to introduce into the park uses entirely incompatible with its status as a national park.

The issue is in no sense local. It is of national importance. When Congress created Yellowstone National Park in 1872, its intention to preserve the entire area in its natural condition, so far as compatible with its use as a public park and pleasuring ground for the benefit and enjoyment of the people, was explicit. The Yellowstone is the only national park which was set aside before any adverse uses of lands and waters had crept in. In the other national parks much progress has been made in abating the nonconforming uses which existed at the time they were designated as national parks.

As more intensive forms of land-use develop in the United States and it becomes necessary to practice on some areas multiple uses not incompatible with each other, it is more important than ever that national parks should be protected in the special form of land-and-water-use which is essential to their public service. Otherwise, the beginning of the end is at hand and in the

years to come we shall have no national parks—only areas put to so many uses that they have lost the characteristics for which they were originally dedicated.

Let us preserve Yellowstone, the first of our national parks, and so contribute to the protection of the national park system from devastating encroachments. *We need no surveys, reports or data on what could be done with the waters of Yellowstone National Park if it were not a national park!*

Grand Projects Require Master Planners

The introduction of the Bulkley Bill (S. 3428) to provide for three east-and-west and seven north-and-south super-highways to gird the United States, raises a number of interesting questions. The proposal would create a United States Highway Corporation, with not to exceed $100,000,000 capital stock, to be subscribed for by the Secretary of the Treasury, authorized to issue bonds not to exceed $2,000,000,000, and directed to prepare plans for a transcontinental highway system, after consultation with the War Department. Each super-highway would have a right-of-way at least 300 feet wide and would contain from four to twelve one-way paved lanes, classified and separated to serve diversified traffic. These highways would be operated as toll roads and policed by the U. S. Highway Corporation. Purchase by excess condemnation or otherwise is authorized of tracts of land not exceeding 550 feet in width on either side of the rights-of-way, to be improved for public use or sold or leased for private occupation.

In its entirety, there might be a system of some 20,000 miles of new type toll roads. The early highways of the Republic were built and operated as private toll roads, but the abandoned toll-houses along many public highways today stand as eloquent evidences of the failure of that plan in operation. New conditions bring new theories and new practices. If we are to build new transcontinental highways under any feasible plan of financing, it would certainly seem the part of wisdom to require study and approval of plans by the National Resources Committee, set up by the President, as the national planning agency, and by the United States Bureau of Public Roads, created by Congress to act as the administrative agent of the United States Government for Federal-aid roads. While we are talking about reorganization of government agencies to correct confusing overlaps of authority, it hardly seems wise to create new confusions.

The use of the principle of excess condemnation to acquire strips up to 550 feet wide on either side of the right-of-way, *could* be handled in a way to establish adequate control of roadsides, but here again much wisdom and expert planning advice would be required to avoid old errors and make new gains. To date, no action has been taken on this bill.

Conservation of Natural Resources

The Secretaries in the President's Cabinet are all appointed by the President. The departments are set up for convenience of administration. In the selection of the number and character of these departments there is no moral issue involved and no cause for emotional advocacy or opposition. Valid arguments can be advanced, pro and con, for most of the proposals. We need an "overall" view to reach a sound conclusion on Reorganization.

We can look backward and find mistakes, false doctrines and shortsighted policies in all of the departments, reflecting those same qualities which characterized the current public opinion of the day. If there is blame, that blame belongs to us as a people. We can be thankful, however, that a few faithful pioneers have lighted and tended the small candle flame of Conservation, regardless of the department of government in which they found themselves or whether or not they were in the government.

Let us hope that in the end some workable alignment of conservation bureaus and agencies will be authorized by Congress and put into effect by the President, unhampered by special or selfish interests. Then we may see new and needed progress in the conservation of natural resources and the public will not be confused, as it is today, by the claims and counter-claims, accusations and defenses which befog the real objective of government agencies—public service.

1937 Planning Progress

By CHARLES W. ELIOT 2d
Executive Officer, National Resources Committee

PROGRESS in planning has been so surprisingly rapid during the last few years that it is difficult to measure. The planning movement has grown and spread in towns, cities, counties, States, regions and the Nation. Large numbers of new planning agencies have been organized each year. The year 1937 shows a different kind of progress—fewer new agencies for planning, but greater recognition of the value of planning work.

National Planning was recognized as a necessary element in national administration early in the year when the President transmitted to Congress the report of his Committee on Administrative Management. The permanent establishment of a National Resources Planning Board as one of the three managerial agencies of the White House now seems assured. The idea that we, as a Nation, should have a general staff or planning agency to make plans to meet the problems of peace times as well as a general staff for war needs, is now widely accepted.

The temporary National Resources Committee during the last calendar year has issued reports on some of our peace-time problems,

expanding the previous scope of planning fields to such subjects as technological trends, drainage basin development, and the relation of our cities to their rural surroundings. The recent reports of the Committee have had a wider circulation than any of its previous statements and have awakened great interest among people not previously associated with the planning movement.

Regional Planning was recommended to the Congress by the President on June 3, 1937, and his message has caused widespread discussion of the problems and principles of regional planning organization. Prior to the President's message, the Resources Committee announced the establishment of field offices covering the entire country and operating out of regional centers under the direction of regional chairmen and served by technical experts termed "Counselors."

Here again, evidences of progress in the form of reports and studies have appeared during the calendar year on the Red River of the North, the Future of the Great Plains, the Washington - Baltimore - Annapolis Area, the Pacific Northwest Forest Problems, and in the progress of the Upper Rio Grande Investigation, the Southeastern Pine and Pulp Problems, and the work of the Interstate Commission on the Delaware River, and numerous other special regional studies. Real progress has been made in the establishment of coöperative methods for developing plans for interstate areas involving local, state and Federal agencies.

State Planning work was established on a firm foundation through the action of State Legislatures last winter and spring, providing appropriations totaling over $710,000. Six new State Planning acts, putting planning agencies on a continuing basis, were passed, as well as State Planning laws in Alaska and the Territory of Hawaii. Interest flagged in some States through political or other mishaps, but the substantial advance in support and public interest recorded in other States more than makes up for any loss in numbers among the State Planning Boards.

The progress of State Planning agencies is now being reviewed by a special group who have found the last year especially productive of new proposals, basic research and substantial projects in the formulation of state plans and policies. In many States, the character of the reports and the subjects discussed indicate that the State Planning movement is getting established on a firm foundation.

The continuing interest of the Department of Agriculture in county planning and programming has supported planning efforts in that field, while in metropolitan and city planning, progress this last year includes the inauguration of a new City Planning Commission in New York, and the issuance of studies by the National Resources Committee.

The wide spread of planning activity from local and individual efforts in small communities to planning on a national scale cannot very well be reviewed in a short article, but a few outstanding events may, perhaps, be recalled as examples of coöperative endeavor.

The Drainage Basin Report (1937 Revision) provides one example cov-

ering the whole span from the local drainage basin committee to review and appraisal of projects by the Water Resources Committee. Organized through regional offices and with the coöperation of State Planning Boards and Governors, the several drainage basin committees presented the local views of the people concerned "back home." Aided by technical advice and with the national viewpoint of the Federal bureaus involved, the several drainage basin reports have been put together to form a national program. The result indicates the continuing need for basic plans—a framework of reference against which the merits of individual projects can be judged, but the experience in building a program of priority of projects has stirred interest and enthusiasm for the making of such general plans.

The National Planning Conference at Detroit and the National Zoning Conference in Chicago both covered points of interest to a great variety of special groups and of importance to different parts of the country. They were significant for the sweep of their discussion and for the opportunities provided for interchange of technical knowledge among persons actively engaged in making plans or putting them into effect. The regional conferences in the Southeast, Omaha, the Pacific Northwest, and other parts of the country have demonstrated the value of meetings on special subjects in different parts of the country.

Those of us concerned with planning, whether from the point of view of the citizen or the technician, can find encouragement from the record of 1937. If democracy is to survive, we must progress. To be sure our progress is in the right direction, we must plan.

National Park Policies Discussed

At the Second Conference on National Parks, held in Washington on January 20-21, 1938, those in attendance had the opportunity to hear national park officials from Washington, from the newly established regions, and from the superintendents who act as Uncle Sam's hosts in the parks. They also heard from officials of other forms of federal land-use bureaus and from officers of private organizations interested in national parks, forests and wildlife.

The program was especially rich in factual material, in restatements of old policies and glimpses of new developments. The papers will be printed in permanent form in the 1938 AMERICAN PLANNING AND CIVIC ANNUAL.

The 1939 Conference on National Parks will be held in picturesque Santa Fe, probably in the autumn. The National Park Service is constructing for its third regional office a building in the Santa Fe type of architecture, adjacent to the Laboratory of Anthropology in Santa Fe. In connection with the conference a trip will be arranged to the Southwestern Monuments and National Parks.

One of the interesting features of the 1938 Conference was the presentation of the definitions of national parks given by representatives of lay organizations interested in national parks and forests. More was said about the treatment of national parks after they are created than about the definition of what a national park should be. Perhaps this is natural, as the qualities of a true national park are a little illusive. Ovid Butler, of the American Forestry Association, brought this out when he recalled the spirit which surrounded the birth of the national-park idea in that mountain meadow in Yellowstone in 1870, and said that the national parks should form a system of natural masterpieces.

All agreed, implicitly if not explicitly, that national parks should be areas of national importance, of high inspirational quality. But it was significant that no one mentioned that old bugaboo, "one of a kind." Indeed A. D. Taylor stated clearly that the American Society of Landscape Architects believes that "additional land for national parks should be acquired until the available superlative scenery of national-park quality is under the control of the National Park Service."

There was agreement that once an area is declared to be of national-park calibre and placed in the custody of the National Park Service, it should be guarded and protected from all developments not absolutely essential to its uses as a national park. A note of warning was sounded to keep from national parks many uses which might be countenanced in other types of parks, and there was a very general insistence on preservation of great wilderness areas.

One point on which some difference of opinion developed concerned the qualifications for new national parks. Horace M. Albright pointed out that today there were very few, if any, potential national parks which had not been subjected to some form of misuse. He maintained that such an area should not be debarred from the National Park System merely because of undesirable, nonconforming uses, if the area was capable of restoration to its native or wilderness state. He called attention to the fact that all existing national parks except Yellowstone had been created with limitations in the form of private holdings, easements and scars of former use; but that most of these disabilities had been eliminated since the areas became national parks. "If," he said, "we cannot claim superlative scenery because there has been some cutting of timber, some grazing of stock or some mining development, we are prevented from completing the National Park System, and we may be putting a premium on progressive damages to potential areas which would form an effective bar to placing them in the National Park System where they would be protected from future encroachments and permitted to revert to type." He added, "It is too late to find many remaining areas in their pristine, wilderness state, but it is not too late to redeem the right areas."

Considering the widely varying responsibilities and points of view of those who participated in the pro-

gram of the National Park Conference, there was a surprising unanimity of opinion on the concept of a national park and an absolute agreement on the responsibility of the National Park Service and the public to protect the national parks from all future encroachments.

All through the talks and discussions of the Conference there ran a constant theme of tribute to the great work of Stephen T. Mather and the ideals which he bequeathed to the National Park Service.

Secretary Ickes on Civil Service

In his brief talk at the dinner meeting, the Secretary of the Interior paid tribute to the personnel of the National Park Service. He stated that he had made no changes in the National Park Service except such as were required when vacancies occurred and then the Department had followed the civil service procedure strictly.

Director Cammerer on National Parks and National Thrift

Arno B. Cammerer, in his talk at the dinner on January 21, called attention to the way in which Congress carefully circumscribed the "capital asset" of national parks with protective clauses so that the capital would not be dissipated for local or immediate gains. Said he:

> The capital in this case is the inspirational or recreational quality of the area. Everyone knows that we cannot chisel away from our capital and still expect the same return in interest. . . . When the founders wrote those provisions, they were thinking specifically of such possible abuses as logging in the national parks, the grazing of livestock, hunting and trapping of wild animals, mining, power and irrigation projects, private usurpation of scenic areas, railroads, and the like.

Outlining the future policy of the National Park Service, he declared:

> We are attempting to locate, appraise, and secure for public inspiration and benefit:
>
> All those areas that are nationally of more value for recreation and inspiration than for any other use;
>
> Outstanding stretches of the ocean beaches;
>
> Nationally important prehistoric and historic sites, objects, and buildings;
>
> The finest representative examples of native plant and animal associations;
>
> The most instructive geological phenomena; and
>
> A system of nationally important scenic and historic parkways.

M. L. Wilson on Land Planning

At the recent National Park Conference, Dr. M. L. Wilson, Under Secretary of Agriculture, outlined his conception of land-use planning. Said he:

> Society is trying to establish the proper relationship between human resources and human needs and the natural resources in the land. Both the social and natural sciences have developed sufficiently to provide a solid basis for conscious direction in land use planning. Theoretically, such planning presupposes a sort of two-column inventory, with land in one column described as to character, class, grade, and possible uses, and people in the other column with their several biological, economic and cultural needs. Now the planners and the technical experts move these two columns back and forth like a slide rule in order to get the highest standard of living for the people from the best use of the land.

Dr. Wilson then proceeded to describe his past contact with the national parks near his home in Montana. He gave a charming and sympathetic account of what a national park should be and how it should serve its public. He remarked:

> Most people are not well enough versed in science to read the book of nature—to enjoy nature through understanding without a teacher. Ways must be found to have teachers at hand everywhere. Techniques

must be found to tell the geological story and the biological story whenever there is an interesting page in the book.

There should be something, let us call them "nature observation stations," all through the forest recreation areas. I have in mind a kind of permanent exhibit, dignified, simple and clear, and harmonizing with the landscape. These should tell the nature story, should point out and explain the geological phenomena, the plant society, etc.

Then Dr. Wilson offered a new idea which Dr. Carl C. Taylor thought so important that he quoted it at the recent Regional Planning Conference held in Omaha. It is this:

But I would go beyond the parks and forests. Why should not Congress give Dr. Mendenhall the funds with which to lay out a great national system of geological education on all the U. S. numbered highways? Dr. Mendenhall is the son of a West Virginia farmer. He knows how to talk geology to us farmers. Have him call in the State and Federal scientific agencies to help in these "roadside science observation posts." Let the Forest Service tell about the trees here and there and the Biological Survey about the wildlife that is and was, and the anthropologists about the Indian cultures that are and were. This philosophy and religion of science and nature is so important that it should be built into our national pattern of ideas as fast as possible.

That is one form of land use. In developing it let the Park Service lead the way. And let the Forest Service add it as another of the many uses in its basic principle. If advanced in this way, both parks and forests will return to the nation significant contributions out of all proportion to the money involved. And the people of the land will gain a new and satisfying understanding of the world in which they live.

A New Mt. Olympus National Park

The Nation's first ocean-forest-mountain national park will be created in Washington State if the boundaries of the proposed Mount Olympus National Park as recently agreed upon by Forest and National Park Service chiefs are accepted by Congress as an amendment to the Wallgren bill now awaiting vote.

The inclusion in the park of Forest Service recreational areas and additional lands of recreational value north of the present monument accounts for the bulk of area increases. The present area of 900,000 acres exceeds any hitherto suggested.

Inclusion of some areas was suggested by the Forest Service in order that there should be no conflict or duplication of administration. In the case of the Elwha River basin, the Forest Service did not wish to continue its control over an area that would be separated from the main body of Olympic national forest lands and which would be bordered on two sides by the park. By inclusion of this area the jurisdiction of the land surrounding the Port Angeles power plant will be in the park. This, however, does not change existing regulations and will protect watershed forests.

As suggested by President Roosevelt, the recreational areas already set aside by the Forest Service will be transferred to the park. Mr. Wallgren said that the President felt that as the Forest Service was charged with the control of commercial forest uses, the jurisdiction over recreational land should be in the Park Service.

Probably the most popular recreational area addition will be that of Hurricane Ridge and Deer Park which can be seen from Port Angeles.

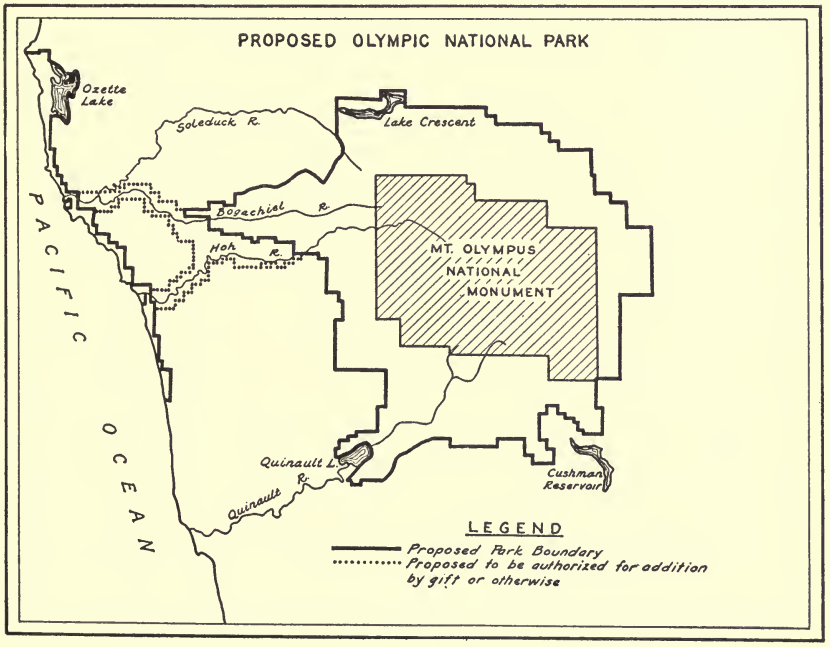
In the Deer Park sections, as in

all others within the park, the valid existing mining claims will not be disturbed. Development of these valid claims can be continued as in the past.

On the east of the former suggested boundary, the headwaters of the Dosewallips River are now included to a point about a mile downstream from the confluence of West Creek and the river. The Dosewallips country is destined to be an important entrance on the east side of the park. The main trails from the east side lead up the Dosewallips River and over Anderson Pass into the east fork of the Quinault and over Hayden Pass into the Elwha.

Mt. Ellinor and Mt. Washington headline the southwest mountainous country which forms one southeast corner which is separated from the other corner containing Mt. Tebo by Lake Cushman and headwater streams. This area consists of that land which the Forest Service had set aside as a primitive area.

A compromise between the Forest and Park Service desires eliminated approximately 112 square miles from the area as proposed by the Park Service. North and west of Lake Quinault this area, which remains outside of the park, includes the headwaters of Matheny Creek, the Queets River valley to the confluence of Tshletshy Creek and Sams River. About two billion board feet of commercially available pulp species timber is thereby eliminated from the park as originally proposed.



Zoning Round Table

Conducted by EDWARD M. BASSETT

Borrowing Yards

EVERY building commissioner knows the man who puts up one dwelling with the required yard width and then wants to put up another next door and borrow the yard of the first dwelling for the yard of the new house. The official answer always is that it cannot be done, but it is not always plain to the building commissioner why. Some have said to me that there ought to be a law that under the circumstances the owner of the first house cannot make a valid deed of the yard to the owner of the second house. I have many times had to explain that the State is not likely to pass such a law. The reason is that States want to keep land freely alienable. If a man owns a piece of land, he ought to be free to sell it, whether he sells 60 feet or 1 foot. Any other rule would bring about chaos in land titles. The reason why the yard once used as a required yard for the first house cannot be used as the required yard for the second house is because it has been dedicated as a matter of law to the first house and must remain as long as the first house stands. But people have said that the land records do not show that the yard of the first house cannot be used as the yard of the second house. The answer is that the new builder can see that the yard is devoted to the first house and it is his duty to look up the law and see whether the yard is not required by the first house so that it cannot be used for the second house. Here people sometimes say that they are not compelled to take notice of such a thing that is not on the record. The fact is that they must take notice of the law because every man is presumed to know the law and when he sees a detached one-family dwelling with a yard next door he is put on notice that that particular yard is already dedicated to the first house.

Another situation where similar trouble arises is where the first house was built before the zoning ordinance went into effect. The owner sometimes says that there is no required yard to the existing house because there was no law making required yards necessary. Every well-drawn zoning ordinance contains a provision that yards of existing houses cannot be diminished below the requirements for that zoning district. This provision should never be omitted because the courts are not likely to infer that such is the law if it is not stated in the ordinance.

Puzzling situations sometimes occur regarding required yards. A builder came to me with a plat of his proposed building showing his lot to be made up of gores and straggling wings, the whole looking like a spider. The required land area was there, but it would be placed around the proposed dwelling so that little benefit in the way of light and air would come from the outlying wings. I pondered over the matter considerably. The builder had the letter of

the law on his side. Perhaps I was wrong in saying that he could go ahead with his building, but later the authorities condoned the situation just as I did. It seemed to me that the courts would be unwilling to declare that the required area should have a particular form. If the court once declared that it was the judge of a proper form, it would soon find itself declaring what ought to be declared in the ordinance itself.

We have all long expected a court decision on these points and now we have it. It is Appeal of Brosnan, 195 Atl. 469 (Pa., 1937).

One-family Detached Dwellings

In the early days of zoning we all thought it was dangerous to exclude two-family houses or multi-family houses from a district in which we wanted one-family houses. The reason for this was that we could not see clearly how there was a substantial relation between the community health, safety and general welfare and the prevention of a two-family house. To make the matter worse there were one or two court decisions in the easterly part of this country declaring that there could not be one-family detached house districts. The practice, however, of making one-family detached house districts began in the West and gradually extended east. The East Cleveland case where Robert Whitten pointed out the greater likelihood of noise, dust, litter, contagion and fire in multi-family houses over one - family houses hastened the broader and better view. Then came Massachusetts in a declaration for one-family detached dwellings. From that time one - family detached houses have had better protection throughout the country.

A queer state of affairs arose, however, in New York State. Yonkers passed an ordinance providing for a limited number of families per acre in apartment houses. This was copied by New Rochelle, but the New Rochelle case came before a court which declared that the number of families in a building was not based on height or bulk or use (Matter of Barker v. Switzer, 209 App. Div. 151, 205 N. Y. Supp. 108). In other words there was no provision in the New York law on which a one-family requirement could be based. Immediately the Regional Plan of New York and Its Environs advocated the change of all zoning enabling acts to introduce the words "density of population." This was done in the Town Law, Village Law and General City Law and since that time there has been no trouble in establishing one-family detached house districts. The City of New York, however, not choosing to take advantage of the General City Law, was prevented from establishing one-family detached houses because the charter does not contain the words "density of population." Constant efforts have been made to bring about the amendment of the charter so that density of population can be controlled in the New York City zoning, but thus far it has been unsuccessful. Lately there has been a demand that parts of Riverdale, an open locality in New York City south of Yonkers,

should prevent multi-family houses and provide only for one-family detached houses. The charter situation has been brought to the attention of the new City Planning Commission and it is hoped that the Planning Commission will push the subject of introducing the words "density of population" in the charter of Greater New York. The words "density of population" were inserted in the standard zoning enabling act and they have been put in the state zoning enabling acts rather generally throughout the country. Consequently one-family detached house districts have been possible all over the country. New York City, however, where the control of density is especially desirable, is about the only municipality in New York State or in the country where the control of density is not possible at present.

Better City Planning Is Possible Under Amendments to the National Housing Act

By MILES L. COLEAN
Deputy Administrator, Federal Housing Administration

THE planning and building of large-scale housing projects financed under the amended National Housing Act, signed by President Roosevelt, February 3, 1938, hold unusual possibilities for future improvement in city planning and growth. This feature of the amended Act covers the insuring of mortgages, provided by private lending institutions, under terms attractive to large developers of residential properties. The encouragement offered to the construction of dwellings in large units offers the possibility of desirable control of the growth and pattern of our cities which has never before been possible.

Since the Federal Housing Administration does not lend money, but is concerned with the insuring of mortgages on residential properties that are economically sound, neighborhood, construction and property standards are essential. It is through these standards that marked influence can be exerted by the Federal Housing Administration that will have a far-reaching effect on the future development of our cities. Poorly planned and unwarranted subdivisions eventually become blighted areas. Well-planned and conceived projects contribute to the growth of cities in the right direction. The financing which every developer requires is the point at which control can begin to operate. The possibility of construction money on favorable terms encourages the developer and influences him so to plan and build that the project conforms to the best use of the land.

Amendments to the National Housing Act encourage the building of large units of both multi-family buildings and single-family houses. It will thus be possible to guide developers toward the construction of garden apartments having desir-

able amenities of living and away from types that have been demonstrated to be undesirable. Correctly planned groups of single-family houses can also be encouraged in justified areas, bearing in mind the needs of the city as a whole.

Provisions for the insuring of mortgages of large-scale projects are covered in Sections 207 and 210 of the amended Act. Eligible borrowers under Section 207 may be private corporations, associations, trusts, coöperative societies, governmental housing authorities or corporations formed under housing laws. The maximum limit of the insurable mortgage is $5,000,000 and the maximum amount of the mortgage per room used for dwelling purposes cannot exceed $1,350. Amortization and the term of the mortgage are subject to the approval of the Administrator. The maximum interest rate is 4½ percent. Mortgages on new, existing or rehabilitation projects may be insured. Projects insured under this Section are subject to a contract approved by the Federal Housing Administrator regulating their rents, financial structure and operating methods.

Under Section 210, new large-scale projects are eligible for insured mortgages of not less than $16,000 and not more than $200,000. The mortgage per room used for dwelling purpose cannot exceed $1,150. Any individual, company or organization meeting established requirements may borrow. The mortgage must be amortized monthly to mature within not less than 21 years. The maximum interest rate is 5 percent. Projects insured under this section are not subject to the operating regulation contract as are those insured under Section 207.

Multi-family or single-family large-scale projects may be built for rental or for sale purposes under either Section 207 or 210. The mortgage, which may include a construction loan under either Section of the Act, cannot exceed 80 percent of the estimated value of the completed project. Release of individual properties from the blanket mortgage contract can be arranged on projects consisting principally of single-family houses. In addition to the provisions for the insuring of mortgages on large-scale projects, the amended Act has reduced the mortgage carrying charges on one to four family houses and re-enacts provisions for insuring loans for modernization and repair of existing structures.

When the borrower is the owner and occupant of a house, and mortgage insurance is approved before construction, and construction is begun after February 3, 1938, and the appraised value of the property does not exceed $6,000, the amount of the mortgage may be 90 percent of the appraised value, or $5,400. Such mortgages accepted before July 1, 1939, must be amortized monthly to mature within at most 25 years.

When the appraised value of a new house and its lot does not exceed $10,000, the mortgage may be insured on a basis of 90 percent of $6,000 and 80 percent of the appraised value above that amount. The mortgage must be amortized monthly to mature within a period of 20 years. The insurable mortgage limit on all other properties housing

from one to four families built on a single lot is $16,000 and cannot exceed 80 percent of the appraised value of the property. Amortization is on a monthly basis and payments must be completed within 20 years.

Insured mortgages on single-family houses under Section 203 bear a maximum interest rate of 5 percent on the outstanding principal. The mortgage insurance premium on mortgages which do not exceed $5,400 is ¼ percent, and ½ percent on all others. The annual service charge of ½ percent which lending institutions have been permitted to charge in the past is discontinued under the amended Act. To be eligible for an insured mortgage, the property must be economically sound and must conform to good construction and property standards.

Provision for the insurance of loans made for modernization and repair of properties expired March 31, 1937. The 1938 amendments re-enact these provisions with certain changes. Amounts up to $10,000 to be repaid within 5 years may be borrowed from approved lending agencies for the purpose of property improvement. This part of the Act also permits the borrowing of amounts up to $2,500, repayable in 10 years, for the erection of new structures. This provision is intended primarily for rural areas or marginal zones surrounding large cities.

The above résumé of the National Housing Act as amended indicates its breadth. Provisions governing subdivisions are especially significant, for large-scale projects are far more important factors in influencing the city pattern than are single, individual, isolated houses. Recognizing this, the Federal Housing Administration, through the insurance of mortgages on such projects, will influence private industry and private capital to build sound, livable communities which conform to good city planning principles.

Progress of Highway Planning Surveys

The Highway Planning Surveys, of the Bureau of Public Roads, described in the AMERICAN PLANNING AND CIVIC ANNUAL for 1937[1] were under way in 43 States at the end of 1937, and had been agreed upon in Connecticut and New Jersey. The only States which had not definitely declared their intention to make such studies were Delaware, Mississippi, and New York.

Field work on the road inventory and on all phases of the traffic surveys had been completed in 37 States. The total mileage of rural roads inventoried in these States is tentatively summarized at 2,429,255 miles. Automatic traffic recorders to the number of 304 were installed in 38 States, and 26 recorders had been ordered by three other States.

Mapping had not proceeded at the rate originally scheduled by most of the States, largely because they found it difficult to obtain a sufficient number of skilled draftsmen.

Field work on the financial sur-

[1] Objects and Methods of the State-wide Highway Planning Surveys, page 309.

veys had been completed in all the States except those which began their surveys during the year, and is now in the analysis stage.

Coding, tabulating, and analysis formed the greater part of the planning survey work during 1937, but the rate of progress cannot be readily expressed in terms of time or percentage of work done. The coding and tabulation of data from certain studies may begin while field work is still in progress, whereas data from other studies must be accumulated in considerable quantity before coding and tabulation begin. On the whole, the progress of the work has been very satisfactory.

The Bureau began work early in 1937 on studies of economic characteristics of counties as an aid to highway planning, and during the year participated actively in the preparation of a program of land use studies to be made by the Bureau of Agricultural Economics of the Department of Agriculture in coöperation with other bureaus of the Department. The data from these studies will be entered upon the county highway maps prepared in the course of the highway planning surveys, thus enabling the two agencies to profit by each other's work without duplication of effort.

The year also marked the development of a systematic program of studies designed to ascertain the extent to which the highway is responsible for accidents.

During 1937 the Bureau of Public Roads initiated special studies related to the performance of vehicles on the highway. In the future, certain of them will probably be conducted in coöperation with States which have a particular interest in a certain study or phase of a study.

The five general phases of these studies, arranged in the order in which they are expected to start, are:

1. Highway Capacity Studies
2. Grade Ability Studies
3. Passing Distance Studies
4. Vehicle Behavior Studies
5. Driver Studies

The purpose of the Highway Capacity Studies is to ascertain how the movement of vehicles is affected by the width and alignment of the highways and the volume of traffic. These studies will produce such fundamental data regarding speeds and spacings of vehicles as may be necessary for use in theoretical consideration of highway design.

In the Grade Ability Studies, trucks will be tested in the field and in the laboratory to determine their hill-climbing ability with different loads, and other trucks regularly using the roads will be observed on the road in order to compare their performance with the test trucks. The Passing Distance Studies will be detailed studies of individual vehicles involved in passing maneuvers on tangents, grades, and curves. The Vehicle Behavior Studies are designed to show how the highway itself affects the movement of vehicles. The Driver Studies have for their purpose determination of the "perception" or "judgment time" of drivers and such other data on drivers as may be required to show the minimum distance which may be called a safe sight distance.

H. S. Fairbank, Bureau of Public Roads, Washington, D. C.

Secretary of the Interior Will Defend Yellowstone Park

In a letter to William E. Colby, Secretary of the Sierra Club, under date of January 25, Oscar L. Chapman, Acting Secretary of the Interior, set forth the present status of the proposals for water surveys in the Yellowstone so clearly that we present the statement here:

"The Reclamation Service, the Water Resources Committee and the United States Engineers might propose the utilization of the water within Yellowstone National Park for irrigation, power, or flood control purposes, or they might support proposals by others. Both the Reclamation Service and the Water Resources Committee have taken the stand that the proposal to utilize the waters within Yellowstone National Park does not justify even investigation and reconnaissance. This leaves only the Army as actively interested in such a proposal.

"The United States Engineers were authorized to make examinations and surveys of the Yellowstone River in Montana, Wyoming and North Dakota in the River and Harbor Act of January 21, 1927 (44 Stat. 1010), and section 10 of the Flood Control Act of May 15, 1928 (45 Stat. 334, 538). Although the former Secretary of the Interior refused the United States Engineers permission to enter the park for the purpose of such a survey, a report was transmitted to the Congress on February 10, 1934 (House Document 256, 73rd Congress). This report deals with the water within the Yellowstone National Park boundaries, and apparently sufficient data were available to permit the preparation of such a report without the necessity of a field reconnaissance.

"The Flood Control Act of June 22, 1936 (Public No. 738, 74th Congress: 49 Stat. 1570, 1592), authorized the United States Engineers to make preliminary examinations and surveys for the purpose of determining what flood control measures the United States Engineers might consider necessary on the majority of streams in the United States. This Act did not include the Yellowstone River in the list of streams. The Act of 1936 was amended by the Act of August 28, 1937 (Public No. 406, 75th Congress), and this amendment authorized preliminary examinations and surveys of the Yellowstone River in Montana.

"Section 6 of the Flood Control Act of June 22, 1936, provided that investigation authorized by the Congress might be extended or otherwise changed by resolution of the committee on Flood Control of the House of Representatives. Acting under this authority, the committee adopted a resolution on August 18, 1937, requesting the Board of Engineers for Rivers and Harbors to review the report on the Yellowstone River in Wyoming, Montana and North Dakota, contained in House Document No. 256, 73rd Congress, "with a view to determining whether any changes should be made therein." By this resolution, the Yellowstone River in Wyoming was included in the present investigation.

"As above mentioned, it was not

necessary to make a field reconnaissance in order to prepare the report which was transmitted to the Congress on February 10, 1934. Many more data are available now than were available at that time, and it appears almost certain that it will not be necessary to go beyond the files of the United States Engineers for the data which are necessary for the review. There is nothing, therefore, that can be done about the preparation of the report at this time. Representatives of this Department have been assured informally by representatives of the United States Engineers that this Department will have the opportunity of studying the proposed review of the report, prior to its submission to the Congress. . . .

"The efficacy of the principles and ideals of conservation are indissolubly bound up in the preservation of Yellowstone National Park, for the purpose and in the manner stated in the Act creating it. Please be assured that the Department shall spare no effort to maintain and pass on to those who succeed us a Yellowstone National Park in which the living ideals of true conservation have been strengthened. In this effort the Department welcomes the interest of all conservationists."

Wyoming State Planning Board Issues Report on Yellowstone Lake Diversion

In a second report on the Yellowstone Lake diversion the Wyoming State Planning Board shows graphically on a map the various plans which would bring inappropriate intrusions into the Yellowstone National Park.

Dan W. Greenburg, Director of the Wyoming State Planning Board, declares:

It is apparent that the Snake River Basin some day will be the entering wedge, not alone bearing on diversion of Yellowstone Lake waters, but also utilization by the same interests of all the water resources of Yellowstone National Park.

The Wyoming State Planning Board has reaffirmed its former stand that "the proposed study is inimical to the public interest and that the problem is not one for any single State to be concerned with, but that the Nation as a whole should become conscious of the attendant dangers."

Wyoming Game and Fish Commission Acts to Protect Yellowstone

The Wyoming Game and Fish Commission has adopted the following resolution:

It has come to the attention of the Wyoming Game and Fish Commission that certain out-of-state interests have submitted a proposal to the Water Resources Committee of the National Resources Committee of the United States Government *for the allocation of funds with which to make a study of the waters of Yellowstone Lake preparatory to the commercial use of said waters.*

Since any plans for raising the water level in the lake or causing a greater fluctuation of the water level would result in destroying much of the scenic, recreational and biological assets of the lake, and

Since approximately one tenth of the population of Wyoming can use the Park annually for recreation and other purposes, and

Since hundreds of thousands of tourists visit the Park annually, bringing millions of dollars into the State, and

Since the Park protects a reserve supply of game and other wildlife, all valuable to Wyoming

Be It Resolved, That the Wyoming Game and Fish Commission is opposed to proposals of this kind for the following reasons: (1) There are adequate and sufficient sites for the storage of water for irrigation purposes outside of the Park. (2) The recreational, scenic, biological and economic benefits derived from the Park are tremendously more valuable to the people of Wyoming, than any benefits that might be obtained by using the water of the Lake for irrigating arid lands.

Lower Merion Township Plans*

By HAROLD MERRILL
Assistant Executive Officer, National Resources Committee

IN ONE of the most attractive planning publications chancing to come to the attention of this reviewer in many a day, the Lower Merion Township Planning Commission has laid before the citizens of that community specific and practical recommendations and suggestions to guide future growth and development in an orderly manner and to correct critical conditions resulting from unplanned development in the past. Lower Merion Township is recognized as one of the most attractive suburban residential sections of the United States, combining the charms of beautiful open country, fine houses and estates, good roads, quiet woods and stream valleys. In distance and time, due to excellent transportation facilities, the communities in this township are closer to the center of Philadelphia than is a large part of the city proper.

The Commission directs attention to the problems created by changes which take place so gradually as to be scarcely perceptible, such as changes in population distribution, traffic conditions, recreation needs, and the subdivision of large estates into smaller holdings with greater demands for public services and facilities. Observing that with the exercise of greater foresight in the past, most of the critical conditions now evident could have been avoided with little effort or cost, the Commission registers a strong plea for continuous planning and visualization of a township plan as a flexible guide, subject to adjustment as conditions change or better plans develop. The Commission points out that its creation on March 21, 1934, was the result of growing citizen interest in town planning and that fulfillment of this plan or any plan is dependent upon continuation of the same civic interest and official action.

The report opens with a letter submitting the report to the Board of Township Commissioners and setting forth the views and planning philosophy of the Planning Commission, the "general considerations which justify the formulation of a plan" and a summary of findings and conclusions. Comprehensive in scope, the report embraces the subjects of highways, recreation areas, transportation, automobile parking, land subdivision, zoning, housing and refuse collection and disposal, incorporating throughout, discussion in some detail of the important problems, facts and influences which constitute the background and justification for the recommendations and suggestions. The reader is given a concise but very interesting glimpse of the rich history of the township, sketching its transformation into a suburban residential area from the time of occupation by Indian tribes.

The Planning Commission submits in its report a Master Plan of Highways providing primary, second-

*A Plan for Lower Merion Township, Montgomery County, Pa. By Lower Merion Township Planning Commission, Ardmore, Pa., April, 1937. 133 pages, illustrations and maps.

ary and local routes and recommends the formulation and adoption of an Official Map, as now permitted by the Township Code, to insure adequate reservations for road widenings and extensions. This method exercises the police power and is favored because of the long and favorable history of judicial support in Pennsylvania for use of the police power for protection of mapped streets. The report contains a brief discussion of the merits of both this and the eminent domain methods of providing for road widenings and extensions.

Asserting that the majority of business men now realize that through-traffic seriously interferes with local trade, the Commission states that one of the guiding principles upon which the highway plan is based is that as far as possible, through-traffic should be diverted around the township, or along its borders in order to prevent further traffic "blight." It is also suggested that the different classes of highways be so designed as to encourage use by the character and volume of traffic for which they are intended. Emphasizing the importance of traffic counts as a basis for highway planning and construction programs, the Planning Commission recommends that traffic counts be taken every five years in the future.

In principle, the highway plan incorporates with refinements those proposals of the Philadelphia Tri-State Regional Planning Federation coming within the Township, with the exception of a proposal for a circumferential regional parkway across the township which the planning Commission recommends be abandoned in favor of an alternative route using existing roads. The Commission has made a good start in its attack upon the automobile parking problem, including in its report a number of practical recommendations for relieving present acute conditions.

The subject of recreation receives rather detailed treatment with careful consideration given to the various factors which must be taken into account in developing the recreation studies. An interesting experiment was begun some time ago in the interest of conserving the beautiful creek valleys by voluntary restrictions imposed by the landowners rather than by public ownership. The more important recommendations include extension of this program of voluntary conservation agreements and creation of a Montgomery County Planning or Park Board. The Commission also urges early acquisition and development of a system of adequate playfields and playgrounds.

Land subdivision control to the maximum extent permitted under the Pennsylvania Township Code is now provided for by Lower Merion Township Ordinance which apparently has been well administered. In this connection the Commission makes the significant observation that "regulation by persuasion" may be used to influence subdivision in matters which legislation cannot control. Some recommendations are made for better regulation of real estate development.

Commenting that the preparation of a Township Plan affords an excellent opportunity for a thorough re-

view of the comprehensive zoning ordinance adopted in 1927, the Commission recommends several important changes in the direction of greater restrictions, although the ordinance appeared to be unusually restrictive at the time of adoption. Of particular interest is the proposal to establish a higher zoning classification than the present "A" residence district, to have a minimum lot area requirement of one acre, and several examples of large lot area requirements found in zoning ordinances of suburban communities in other parts of the country are cited. The Commission also recommends that the zoning classifications in certain areas be raised to equal the standard maintained by present development, elimination of the provision permitting the present type of row houses and considerable reduction of the area now zoned for business.

Declaration of a Township housing policy and the adoption and enforcement of adequate standards are strongly urged by the Commission for the improvement of existing housing and the prevention of bad housing in the future. The subject of new housing for those in the lower income groups is recommended for the consideration of all public and private agencies concerned.

This report does not represent a comprehensive Master Plan for the Township, coördinating all the essential elements of community development. Such a plan obviously would reveal some of the interrelationships which are not recognized or brought out in the report and could be expected to indicate situations requiring further study and revision. For example, proposals and plans for schools, public buildings and sewer systems are omitted with the explanation that these matters are being given consideration by the individual departments concerned, whose coöperation and advice will be sought where proposals of the Planning Commission involve their interests. Normally, public buildings, schools, sewers and water supply influence and are influenced by a number of the elements of community development covered in the report so that they cannot be effectively considered independently in isolation. They must be studied together, their relationships determined and set forth to insure a coördinated plan and program of development.

The report was prepared with the assistance of workers provided through Federal Relief funds and represents the culmination of nearly four years of study by the Commission and its staff. The report is well organized, effectively written and profusely illustrated with photographs, plans and maps.

CALIFORNIA PLANNERS MEET

On February 19 and 20, 1938, the California Planners' Institute held a meeting at Santa Barbara and discussed a new California State Planning Act, leading to a unified procedure in all cities and counties of the State, and the new California State Map Act.

Parking Plaza, Ardmore, showing full use made of the parking space built into this business street

New Bridge at Overbrook Station, a recent improvement on this important thoroughfare

See article, page 22

Cuts courtesy Lower Merion Township Planning Commission

Norris Park Overlook Shelter

Norris Park Vacation Cabin

See Announcement 18th National Conference on State Parks, Norris, Tenn., May 11–14, page 31

Cuts courtesy Parks & Recreation

The Garden Center in the Botanic Garden at Fort Worth, Texas

Garden Center Meeting-Room, where programs are held

See article, page 34

Photo courtesy Long Island Association

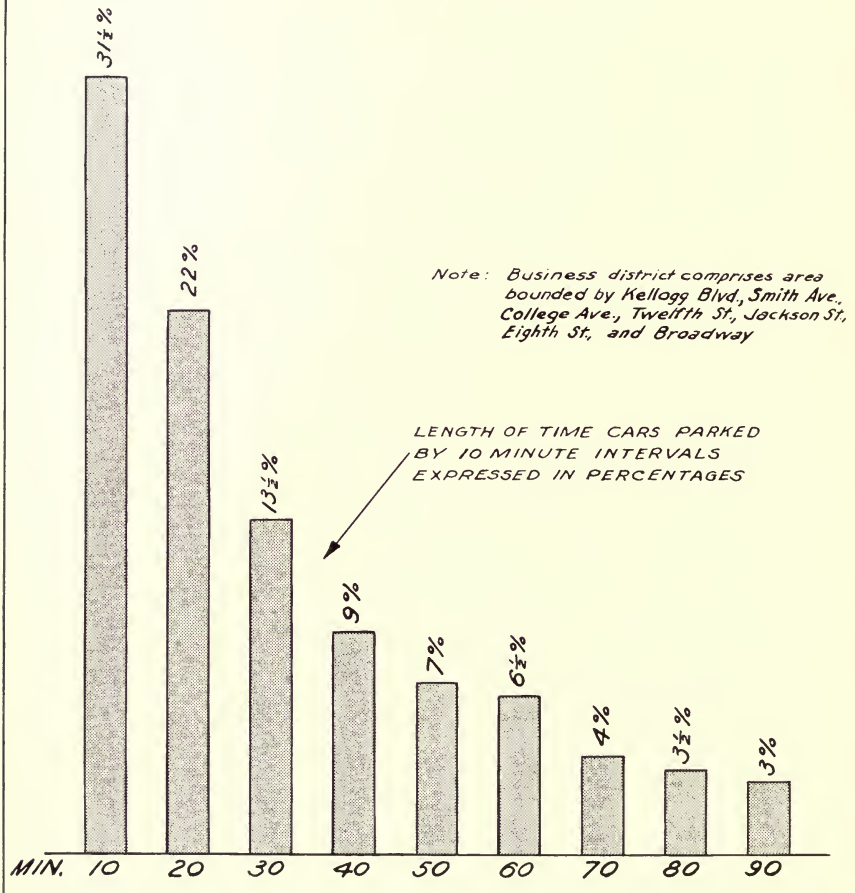
Stone Highway Bridge, gift of Mrs. Frank Melville, beautifies Long Island roadsides

See article, page 31

CURB PARKING TURNOVER

SUMMARY LEGAL PARKING IN BUSINESS DISTRICT

MINNESOTA WORKS PROGRESS ADMINISTRATION
PROJECT - 1018
ST. PAUL CITY PLANNING BOARD


31½%
22%
13½%
9%
7%
6½%
4%
3½%
3%
MIN. 10 20 30 40 50 60 70 80 90
Note: Business district comprises area bounded by Kellogg Blvd., Smith Ave., College Ave., Twelfth St., Jackson St., Eighth St., and Broadway
LENGTH OF TIME CARS PARKED BY 10 MINUTE INTERVALS EXPRESSED IN PERCENTAGES

174 COUNTS — TOTAL CARS LEGALLY PARKED 25991
12 HOUR COUNT 7 A.M. TO 7 P.M.
AVERAGE WEEK DAY IN FEB. & MARCH 1934

FEBRUARY 10, 1936
F.W.

See article, The Parking Problem in St. Paul, page 35

Watch Service Report

Federal City

S. 3361 (King) introduced February 1. Providing for the zoning of the District of Columbia and the regulation of the location, height, bulk and uses of buildings and other structures and of the uses of land in the District of Columbia, and for other purposes. Referred to the Committee on the District of Columbia. This bill revises the law of 1920 and requires that zoning regulations shall be made in accordance with a comprehensive plan. A Zoning Advisory Council is created, to be composed of representatives of the National Capital Park and Planning Commission, the Zoning Commission and the Commissioners of the District of Columbia, which must report on all amendments of zoning regulations or maps. The Zoning Council may in its regulations provide for the termination of non-conforming uses. A Board of Zoning Adjustment is created to consist of a member or staff member of the National Capital Park and Planning Commission, the Zoning Commission and three residents of the District to be designated by the Commissioners of the District of Columbia.

S. 3508 (King) introduced February 2. To create a Recreation Board, to define its duties and for other purposes. Referred to the Committee of the District of Columbia. This bill creates for the District a board of public recreation which shall consist of the Commissioner of the District of Columbia in charge of Public Welfare, the Superintendent of Schools, the Superintendent of the National Capital Parks, the Chairman of the National Capital Park and Planning Commission and one citizen of the District of Columbia appointed by the Commissioners for a term of three years. The Recreation Board is authorized to appoint a Coördinator of Recreation.

Reorganization

S. 3331 (Byrnes) introduced January 27. A bill to provide for reorganizing agencies of the Government, extending the classified civil service, establishing a General Auditing Office and a Department of Welfare, and for other purposes. Referred to the Select Committee on Government Organization. This bill includes a provision for a new Department of Welfare, but not a Department of Conservation. It provides for a National Resources Planning Board.

As we go to press, this bill to regroup government departments and bureaus is being debated on the floor of the Senate with indications of an early vote.

The Warren Bill (H. R. 8202) to reorganize Government agencies passed the House on August 13, 1937, and the Robinson Bill (H. R. 7730) to authorize the President to appoint six administrative assistants passed the House, July 27, 1937.

Planning

No action has been taken on S. 2555 (Norris) and H. R. 7365 (Mansfield) to provide for the creation of conservation authorities.

H. R. 10027 (Mansfield) introduced March 25, 1938. To provide for the regional conservation and development of the national resources, and for other purposes; referred to the Committee on Rivers and Harbors.

H. R. 8981 (Clason) introduced January 15, to modify the project for flood control in the Connecticut River Basin, to provide for the construction of dikes, flood walls, and related works for the protection of cities in said basin. Referred to Committee on Flood Control. No action.

Housing

H. R. 8730 (Steagall) introduced December 16, 1937. To amend the National Housing Act. Approved by the President, February 3 (Public Law No. 424). See article, p. 16 by Miles Colean, Federal Housing Administration.

Highways

S. 3428 (Bulkley) introduced February 9. A bill to provide for financing certain self-liquidating public works, to provide additional facilities for the National defense, to aid in the relief of unemployment, to stimulate recovery, to promote the public safety and for other purposes. See article, p. 6.

National Parks

H. R. 8969 (Taylor) introduced January 14. A bill to add certain lands to the Rocky Mountain National Park in the State of Colorado, and for other purposes. Referred to the Committee on Public Lands. This bill was introduced after the hearing on the proposed tunnel under Rocky Mountain National Park, held in the office of the Secretary of the Interior on November 12, 1937, as reported on p. 8 of the December PLANNING AND CIVIC COMMENT.

S. 3362 (Hayden)—H. R. 9314 (Murdock) introduced February 1 and 2. A bill to revise the boundary of the Grand Canyon National Park in the State of Arizona, to abolish the Grand Canyon National Monument, to restore certain lands to the public domain and for other purposes. Referred to the Committee on Public Lands and Surveys. This bill seeks to accomplish what the National Park Service has desired for some time, to include within the Park that part of the National Monument which is most spectacular.

H. R. 4724 (Wallgren) introduced February 15, 1937. To establish the Mount Olympus National Park in the State of Washington, and for other purposes. Reported out of Public Lands Committee on August 16, 1937. After conferences with the Forest Service, the National Park Service and others, Mr. Wallgren contemplates amending his bill in accordance with the map on page 13, and as we go to press, the following bill is introduced: H. R. 10024, (March 25, 1938) to establish the Olympic National Park, in the State of Washington, and for other purposes; referred to the Committee on the Public Lands.

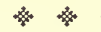
H. R. 7450 (Rogers)—S. 2589 (Thomas) introduced June 9 and 7, 1937. To authorize the sale of part of the lands belonging to the Palm Springs or Agua Caliente Band of Mission Indians. This bill provides for the establishment of the Palm Canyon National Monument.

H. R. 7558 (Sheppard) introduced June 17, 1937. To extend the mining laws of the United States to the Joshua Tree National Monument. Reported upon adversely by the Department of the Interior to the House Public Lands Committee, August 21.

S. 2648 (Hayden) introduced June 15, 1937. To define the boundaries of the Saguaro National Monument, Arizona. Department of the Interior is opposed to this bill until funds are provided to secure the finest stands of the saguaro now in private ownership.

Bureau of Fine Arts

H. J. Res. 79 (Sirovich); H. R. 8239 (Coffee); S. 3296 (Pepper); H. R. 9102 (Coffee) all of which, in one form or another, would set up either a permanent Department of Art or a permanent Bureau of Fine Arts as the case may be, as a part of the U. S. Government. The Fine Arts Federation of New York reports through a Committee against these bills. Mr. Electus D. Litchfield, former member of the Board of Directors of the former American Civic Association and now member of the Advisory Council of the American Planning and Civic Association, is one of the members of the Federation's Committee which points out that these bills "project a Bureau of Fine Arts as a labor union for a mass of artists who would otherwise be unemployed or in danger of unemployment. The aegis of the government is invoked in order to create prestige, power and security of employment, but the power is to be wielded by members of the union but not the government."



The Commissioners of the District of Columbia have advised the Gobel Company that their permit to build an abattoir in the northeast section of the city has lapsed because erection work ceased before completion. Further building would require a new permit and under the amended zoning regulations permits for abattoirs cannot be granted. This writes "finis" on the abattoir chapter.

We must make plans; be who looks not before, finds himself behind.

PUBLILIUS SYRUS—44 B. C.

State Park Notes

Recreation in Tennessee

I do not believe that any southern State can boast of a better park system than is being developed in Tennessee, says Commissioner of Conservation Sam F. Brewster. Under the direction of the National Park Service, and with the aid of the CCC, the TVA, and other New Deal agencies, many outstanding areas have been or are being acquired.

Big Ridge and Norris Parks in the Tennessee Valley offer opportunities for camping, hiking, canoeing, and other "back-to-nature" activities, and the vacation cabins are so completely furnished that the vacationist need bring only food. Similar development is planned for the Pickwick, Careyville, and Chickamauga parks.

The Resettlement-Farm Security Administration Parks—Lebanon Cedar, Chickasaw and Standing Stone Forests, the Natchez Trace and the Crossville Areas—are now nearing completion and will provide facilities for every phase of outdoor recreation.

Falls Creek Falls, Montgomery Bell, and Shelby Forest Recreational Demonstration Areas, which are being developed by the National Park Service, will provide facilities for organized camping, picnicking, and other day-use activities.

The State has developed an area in the Pickett Forest near Jamestown which will provide recreation for all types of people.

The parks are all so located that it is possible to reach some one of them from any section of the State in an easy two-hours' drive.

It is hoped that, when completed, the areas being developed by Federal agencies will be turned over to the Division of State Parks of the Department of Conservation for operation, maintenance, and inclusion in the Tennessee State Park System.

Iowa Conservation—Yesterday and Today

Iowa Planning News for January, 1938, features the progress of the conservation movement in Iowa from the prophetic observations of forty years ago to their fulfillment today.

The story begins with a statement by Dr. Thomas H. MacBride in his president's address to the Iowa Academy of Science in 1897. He said: "The people would act today if the situation were clearly understood. The question is whether we do the right thing now or wait until the expense shall have increased a hundredfold. The preservation of springs and streams and forests will one day be undertaken as freely as the building of fences or bridges or barns. When that day comes, Iowa, once so fair in her virginal beauty of wild-flowered meadow and stream-washed groves, now so rich in all that comes from tillage and toil, will put on yet an added splendor in that all her toil and tilth shall yield to wisdom's guidance; forest and meadow shall receive each in turn intelligent and appropriate recognition; beauty will become an object of universal popular concern, and once again across the prairie State the clarified waters of a hundred

streams will move in perennial freshness toward the great river and the sea."

The account is brought up to date by the Governor, the Director and other officials and members of the State Conservation Commission.

The leading article, "Conservation Affects All Iowa," is the contribution of the Governor, Nelson G. Kraschel.

The Chief of the Division of Lands and Waters, H. W. Groth, reports an increase in 1937 state park attendance of 100,000 visitors over 1936. In his article, "Iowans Enjoy Their State Parks," he states: "The extent to which the people of Iowa have accepted and are using their state parks is evidenced by attendance records kept by the State Conservation Commission. . . . The total state park attendance in 1937 was approximately 2,500,000. The number of state parks and preserves has doubled in the past 10 years and the yearly attendance has virtually doubled during the same period."

State Conservation Commission Director M. L. Hutton gives a résumé of the conservation movement from the time of its inception in Iowa, and defines conservation as "the wise use of natural resources for the benefit of mankind."

Nevada Plans

"Citizens of Nevada are awakening to the value of their mountains, valleys, lakes and streams, and are taking steps to insure their preservation as recreational areas and public parks," according to Fred G. Greulich, Associate Editor of *Nevada Highways and Parks.*

He reports: "Under authority of the Park, Parkway and Recreational Study Act, the State Planning Board and the State Park Commission are coöperating with the National Park Service in a study of the natural resources of the State. The data obtained through the study will be used to determine a course of action for supplementing already established units set aside as the nucleus of a greatly expanded state park system.

"Nevada abounds in interesting sites on which some of the most important events of American history took place . . . and has been generously endowed with varied examples of geological phenomena, the equal of which are found in only a few places in the world. Prehistoric men and animals lived in ancient Nevada, as is evidenced by the well-preserved relics and remains found in many localities throughout the State.

"It is the plan of the State Park Commission to find means for the preservation of these specimens, for they mark a most valuable recreational asset as well as an invaluable scientific resource.

"Among the recreational grounds set aside and partially developed for public use are the prehistoric villages in Clark and southern Nye counties, and certain lakes, glaciers, and ancient cave dwellings in White Pine County, the chloride cliffs near Beatty, the Valley of Fire in southern Nevada, the Cathedral Gorge and Beaver Dam state parks in eastern and southern Nevada, and old Fort Churchill in Lyon county.

"Possible additions to the state park system include the Petrified Forest in Humboldt County, the Opal Fields in Esmeralda County,

Virginia City of Comstock Lode fame, Genoa, the first established town in the State, and many other areas of historical, geological and archeological importance."

The State Park Commission consists of five members appointed by the Governor, and the State Highway Engineer is ex officio Superintendent of State Parks.

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James F. Evans, executive secretary of the Central New York State Parks Commission since its organization in 1925, has been appointed director of parks and secretary of the New York State Council of Parks.

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Frances Krimmel, of the Illinois Department of Public Works and Buildings Publicity Bureau, advises that the old dam and sawmill at New Salem, the village in which Lincoln spent seven years of his life, are to be reconstructed as a part of the general restoration program being carried on in that area. She also reports that the lakes in the new Chain-o'-Lakes State Park are to be dredged to make them navigable.

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Heyburn State Park, which is administered by the Idaho Department of Public Works, has just closed its most successful season. A total of 65,829 persons visited the area during the period June 18 to November 19, 1937, and made use of its picnicking, swimming, boating, fishing, and camping facilities.

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Miss Pearl Chase, reporting on California conservation activities, says that "the rebuilding of Mission La Purisima near Lompoc in Santa Barbara County, is the subject of a splendid 14-page illustrated article entitled, "Rebuilding the Past," in the October, 1937, *Union Oil Bulletin*.

"There is a clear description of how this Mission, which was originally established by the Franciscan padres in 1787, is being authentically restored, under the supervision of the National Park Service with the encouragement of a local Advisory Committee.

"The project affords a fine illustration of the valuable work of the Civilian Conservation Corps in the development and improvement of a state park."

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Mrs. Bertha Mather McPherson, daughter of Stephen T. Mather, first director of the National Park Service, has been appointed a member of the Park Commission of the Town of Darien, Conn. Her husband, Edward R. McPherson, has been appointed a member of the Planning and Zoning Commission of Darien.

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"Learn to Swim Week" was sponsored by the South Carolina Commission of Forestry at each of its state parks where bathhouses were in operation during the past season.

Free instructions were given by the trained life guards on duty in these areas and many children and adults took advantage of the opportunity thus offered. Among them was a 12-year-old youngster who had lost an arm when he was three. He had thought swimming was not

for him until he visited Aiken State Park and was persuaded by the life guard to try. Now he is swimming with the best of them—and loving it!

The barbecue pits and shelters, the vacation cabins, and the other facilities in South Carolina's state parks were used extensively, and enthusiastically acclaimed by the public. More than a quarter million people visited the areas during the period June 1 to August 14, and officials of the State Commission of Forestry are looking forward to an even more successful season next year.

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Mr. Edward N. Hein, superintendent of public relations of the Wisconsin Conservation Department, commenting on recreation opportunities and facilities, reports that although the State has an extensive system of public playgrounds in its several hundred thousand acres of state parks and forests, they are largely in the northern part of the State, while the bulk of its population is in southeastern Wisconsin.

Steps are now being taken to provide year-round outdoor advantages for the city residents of this more populous section of the State, most of whom can get away only for a day or so at a time.

As a part of this program, the State has acquired two state forests within easy reach of southeastern Wisconsin residents. One is a 900-acre tract in Fond du Lac and Sheboygan counties, and the other is a white pine forest along the shore of Lake Michigan near Two Rivers.

The Fond du Lac–Sheboygan area is a strip of land left by a receding glacier. It is to be the first unit of the Kettle Moraine state forest, which it is believed will be particularly popular with nature study groups.

The lake shore area fronts on three-fourths of a mile of one of the finest sand beaches in the country. It offers unexcelled swimming opportunities, coupled with cool temperatures, and promises to become one of the State's most popular recreation centers.

In doubling the special tax for forestry purposes at the last session, the Wisconsin legislature provided that $75,000 a year be set aside for the acquisition of recreational forest lands. The first unit of the Kettle Moraine forest was acquired before this appropriation went into effect and the Two Rivers forest is the first land purchase to result from the expanded program.

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The Department of Conservation of New Jersey has begun the acquisition of a new park area of about 1,200 acres in Middlesex County, to be known as Cheesequake State Park.

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It is with deep regret that we report the death, in January, of Mr. Henry F. Lutz, director of parks and secretary of the New York State Council of Parks since its establishment in April, 1924; and, in February, of Hermann W. Merkel, general superintendent, Westchester County Park Commission.

IRMINE B. KENNEDY, Washington, D. C

Eighteenth National Conference on State Parks, Norris, Tennessee, May 11-14

A most interesting National Conference on State Parks is being arranged this year at Norris, Tennessee.

Among the subjects to be discussed are: State Park Development in the South, Elements of a Good State Park Plan, including Architecture, Landscape Architecture, Engineering, and Financing. The Problems of a State Park Superintendent and What Mr. Average Man Expects to Find in a State Park should prove entertaining and instructive subjects. Recreation will be considered in State Parks and in various other state and Federal areas. Progress on the National Recreational Study will come in for its share in the discussion. What can be accomplished under Interstate Agreements and Compacts will be outlined. The Training of a Successful Park Executive should set up a measuring rod by which to rate superintendents and other park officials. Organized Uses of State Parks, the service of Parkways and Freeways, and the Influence of the Appalachian Trail in the East will offer other fruitful topics for discussion.

A number of features are being planned for the entertainment of the delegates. On the first evening in the Norris Park Amphitheatre, there will be presented a Cherokee Indian Ceremony. On the second day there will be a boat ride on Norris Lake, followed by a picnic lunch on an island in Norris Lake. The delegates will then be taken by boat to Big Ridge Park, where the afternoon and evening sessions will take place. At some of these sessions the Value of Water and Shore Line for Recreation will be discussed.

On the fourth day there will be a trip through the Great Smoky Mountains National Park.

The program Committee consists of Tom Wallace, Chairman, Sam F. Brewster, Herbert Evison and Harlean James, acting with the President, Colonel Richard Lieber.

For further information, write the National Conference on State Parks, 901 Union Trust Building, Washington, D. C.

Remember the dates—May 11–14!

New Stone Bridge on Long Island

A stone bridge, copied from an old bridge in England, which crosses the Setauket Ponds on the Town Road between the villages of Old Field and Setauket in the Town of Brookhaven, Suffolk County, Long Island, has been presented to the town of Brookhaven by Mrs. Frank Melville, of Stony Brook. Mrs. Melville has been a member of the American Planning and Civic Association for many years and her gift has attracted much attention from tourists and motorists because of its beauty. The shores of the Setauket Ponds were also landscaped through Mrs. Melville's generosity and the replica of an old grist mill has been erected to provide a community meeting place.

National Park Service Bear Problem

By VICTOR H. CAHALANE, National Park Service

UNTIL the late 1920's bears in the national parks were seldom seen except at the few points where garbage dumps provided the lure of food. These glimpses of the animals were so popular with tourists that feeding at designated platforms was made a feature in several parks. Bears increased in numbers and, as a result of the growing familiarity between animals and humans, the highlight of the average tourist's visit to a national park was to feed a bear by the roadside. Thus developed the hold-up bear who, no longer being satisfied with gifts, went after food concealed in cars, tents, and cabins, or even seized it from the hands of reluctant donors. The hundreds of cases of resulting human injuries and of property damage, causing fear of more serious future consequences, have forced the National Park Service to make a careful study of the situation.

The primary consideration throughout most of a bear's waking moments is food. The supply determines the animal's whereabouts, his daily schedule and many of his habits. Carefully accumulated statistics on "bear problem" cases in Yellowstone National Park during the past seven years clearly demonstrate that "bear trouble" is "human trouble." Feeding an animal along the roadside induces him to abandon the natural mode of living to take up instead a life of racketeering. Constant close association with people causes the bear to lose the fear that is the basis of respect. It is a logical consequence that he will attack people and tear open locked automobiles and cabins to satisfy his new appetites.

The National Park Service is now taking various steps to remedy this situation. The most important is the new Service-wide regulation forbidding all feeding of park bears by tourists. This has been tested in Sequoia National Park for several years with the result that there has been a minimum of bear damage. The Service is furnishing, as rapidly as possible, bear-proof food containers and garbage receptacles in all the camp grounds. Individual bears that become too dangerous and persist in vandalism are trapped and deported from areas frequented by people. If such animals return, they are regretfully shot. Electrically charged wire fences are used to repel bears from sources of food where the public will not be endangered. These are inexpensive and entirely satisfactory in frightening away the bears, but unfortunately this method is not safe for general application.

The success of these steps depends finally and almost entirely upon the concerted action of the visiting public. When the public observes the Service regulation:

"Feeding of Bears is Prohibited,"

the normal relationship between bears and humans will be restored. Then bears will be bears and not racketeers.

Housing: A Concrete Test of Civic Initiative and Planning Theory

By NATHAN STRAUS

Administrator, United States Housing Authority

A year ago, when the Wagner-Steagall Act was before Congress, there was one point on which all the multifarious housing experts were united. They all believed that responsibility for initiating and administering public housing and slum-clearance projects should be "decentralized." The real job was up to the cities. Only financial assistance, accompanied by certain conditions and safeguards, should be provided by the Federal Government.

This was the policy set forth in the Act and adopted by Congress. And this is the policy which the United States Housing Authority is now administering.

On November 1, when the United States Housing Authority was first set up, the big question was: Were the experts right? Would "decentralization" work? Did the cities really want to engage in the complicated process of building and managing housing projects?

The day of resolutions, arguments, and letters to Congressmen was over. The test had come. And Housing—as a local responsibility—was a very new and almost unprecedented administrative problem. Was the demand for housing actually strong enough to get state and local laws enacted, competent Authorities appointed, funds appropriated by city councils, and the local share of financing secured? The answer, today, is an unqualified affirmative.

Even though the program is still in its earliest stages, five months of active coöperation between the United States Housing Authority and the local authorities have demonstrated that public housing is here to stay, as a local governmental activity which will soon be as generally accepted as zoning or street building.

On November 1, there were only 48 cities in the entire country which had local housing authorities. These cities were confined to thirteen States. Today 113 cities in 22 States have local authorities and the list is growing so fast that others will have been added before this statement has been printed. The total number of States with housing enabling legislation now numbers 32. Three of these—New Jersey, Virginia, and California—enacted this legislation in March, 1938.

Funds have been earmarked for 50 cities in 19 States. These cities range in size all the way from New York to Frankfort, Kentucky, and Decatur, Indiana. Total funds earmarked to date for all the cities is just under $170,000,000. Contracts will soon be signed for projects in a number of cities.

Public housing is no longer an abstract theory. It is "city planning" in a most concrete form.

The Fort Worth Garden Center— A Community Asset

The Fort Worth Garden Center is an important unit of the Fort Worth Botanic Garden. A unique clearing house for all subjects relative to gardening, flowers, nature and the out-of-doors, it is located in a room walled with knotty pine and furnished with hand-tooled maple furniture, provincial in type. The big open fireplace and an early Texas cotton spinning-wheel give atmosphere to the room.

The floors are of native sandstone, and the central lighting fixture is a reproduction of an early American tavern lantern. Artistic draperies of basket cloth in soft tan colors with designs in brown add beauty to the two windows, leaded with colored glass, in the main reception room.

In the Garden Center room are a branch of the Carnegie Library which consists of more than a hundred books on flower, garden and nature subjects; numerous magazines, scrap books, newspaper and magazine clippings, bulletins and many types of garden literature.

A program is given each day in the week at ten o'clock in the morning featuring flowers, flower arrangement, gardening, landscaping and natural history. All programs are more or less in the popular vein, and are prepared especially for the amateur and layman. Special programs for the year are a Spring Carnival Week, beginning usually with the first week of May, a Fall Fruit Festival which is a one-day feature and is given on Hallowe'en, and a Birds' Christmas Tree program.

In the Garden Center is also located the Albert Ruth Herbarium of 8,500 specimens collected over a period of years by the late Albert Ruth from all parts of the world. A special curator looks after this collection of dried, pressed and mounted plant specimens. In addition to the Albert Ruth Herbarium, the Garden Center also looks after the herbarium of the Botanic Garden plants and others from Texas.

Throughout the school year children are brought to the Garden and the Center from the different schools in large groups, accompanied by a teacher, and the director of the Center conducts classes in elementary science, tells flower legends, interprets and explains the various units of the garden to the children. The director also makes frequent trips to the schools and tells of the features of the Garden, which is said by visitors to be the "most beautiful small municipal garden in the Western Hemisphere."

The lectures and programs at the Center are all free to the public. The work, under the direction of Mrs. Will Lake, is sponsored by the Fort Worth Garden Club, the organization which started the Center in Fort Worth, the Fort Worth Board of Education and the Fort Worth Park Board. The latter furnishes the building, maintenance and janitor service. The director's salary, which is the major expense, is taken care of by the Garden Club and the Board of Education.

Mary Daggett Lake, Fort Worth, Texas.

The Parking Problem in St. Paul

The parking of cars in a city is a habit that has grown up with the automobile business. It is a bad habit, for it reduces the capacity of the street from one-half to two-thirds. A study made in St. Paul develops the fact that there are two quite distinct types or groups of parkers. There are those who are transacting business in the retail stores, visiting their bank, insurance agent, lawyer, etc., and then there is the group who wish to drive downtown in their own car for the day but do not wish to pay for storage in a parking lot or garage. The first group are the people who support the central business district—they do their business in as short a time as possible and then get out. When St. Paul had a 90-minute parking limit in the retail district, it was found that the legal parkers used very much less time than one would suppose to transact business. Sixty-seven percent of the legal parkers parked their car 30 minutes or less, 22½ percent from 30 to 60 minutes and 10½ percent 60 to 90 minutes. This is shown on the accompanying graph, which reveals the parking percentage in 10-minute intervals and is the average of 174 counts between 7 A.M. and 7 P.M., the total number of cars being 25,991. This survey was conducted by placing an observer on each side of the street in every block in the downtown district. A man would walk alongside one block and take the car number of each car in the block and return to the corner in ten minutes' time; he then would make the second trip, rechecking each car, and so on through the day. Based on this survey the parking time ordinance of St. Paul has been revised and the limit is now 60 minutes on east and west streets and 30 minutes on north and south streets, with some variations in front of certain institutions or businesses. These new regulations are working excellently.

Overtime parking is a difficult problem to handle. The police of our cities have never been able to, or at least never have coped with this problem. Some cities, notably Chicago, have prohibited parking in the downtown district. Others are considering this method. A compromise is the newly devised parking meter now in use in some forty or more cities, and from all reports this is a very successful device. Dallas, Texas, for instance, found that the turnover of cars in 1,286 parking spaces was 4,200 daily before meters were installed and some weeks after meters were installed this daily turnover was over 10,000 cars. This certainly was well worth while.

The St. Paul survey disclosed that 17,414 cars parked 30 minutes or less, 5,848 cars parked 30 to 60 minutes, and 2,729 cars parked 60 to 90 minutes. The parking capacity of the business district is 3,142 cars or one-eighth of the number of cars that actually used the curb for legal parking. If all motorists never exceeded a 30-minute parking time, the potential parking capacity of the downtown business district would be 75,308, and if no one parked more than 60 minutes, the capacity would

be 37,704. On the same day that these 25,991 legally parked cars were checked, it was found that there were 4,572 violators of the parking ordinance, and that 17.6 percent of the cars parked in the district were overtime parkers. On the basis of our present ordinance of 30-minute and 60-minute parking limits, over 30,000 cars are denied the parking privilege because of illegally parked cars.

Other cities have found the percentage of illegal parking much higher than in St. Paul. Some cities have gone so far as to check the occupation of the violator. In one of these surveys it was found that 39 percent of the violators were salesmen, that 42 percent were clerks and employees in the different downtown buildings, that 5 percent were doctors, lawyers and dentists, while 13 percent were apparently customers who had overstayed their parking time. This city reported that 36 percent of the parked cars violated the parking ordinance.

St. Paul has ample off-street parking facilities. In and around the business district there are 1,684,000 sq. ft. of parking area with a capacity of about 9,000 cars. These parking areas were actually used by only 5,100 cars each day. Of this parking area, 654,000 sq. ft. are in garage buildings with a capacity of 3,600 cars.

My plea is for the central business district. It is the show window of the city. It is the "market place," using a historic term, and should be maintained at all costs, for it is the supporting foundation for the tax structure of every city. The business district of a city cannot be maintained as a base for the tax structure unless this parking problem is solved in such a way that the business houses may secure more business and thus maintain or increase the values on which taxes are paid.

GEORGE H. HERROLD, St. Paul, Minn.

DR. McFARLAND HONORED

Award of the Cornelius Amory Pugsley gold medal for Park Service for 1937 to Dr. J. Horace McFarland has been announced by the American Scenic and Historic Preservation Society. The announcement states that Dr. McFarland has been a leader in park development for fifty years and was formerly president of the American Civic Association; he is a member of the Board of Directors of the American Planning and Civic Association, organized in 1935 as the successor to the American Civic Association.

The silver medal award was made to Charles P. Wilber, State Forester and Director of the Department of Conservation of New Jersey, for his services in the development of the New Jersey state forest and park system. Mr. Wilber is a member of the Board of Directors of the National Conference on State Parks.

The bronze medal was awarded to William H. Carr, Director of Trailside Museums at Bear Mountain, for his development of an outstanding method of outdoor education.

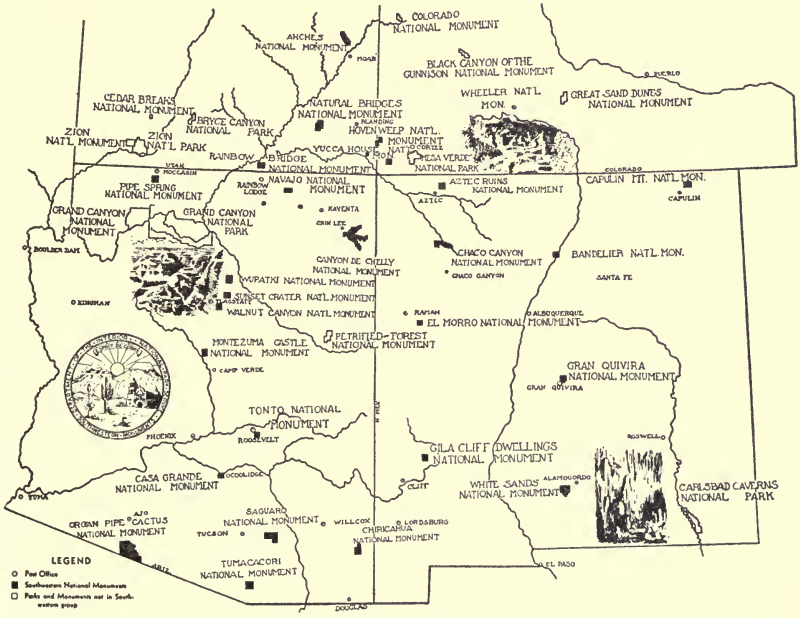
New Folder on Southwestern National Monuments

"The Southwest" includes the entire States of Arizona and New Mexico and the southern portions of Utah and Colorado. It is a land of color, of amazing distance, of the romance of vanished civilizations, and of living cultures closely related to prehistory.

Inevitably, because of the richness of its human interest and its incomparable scenic beauty, there are many national parks and monuments in the Southwest.

A folder devoted to the 26 southwestern monuments has recently been issued by the National Park Service. It is well illustrated with maps and sketches and each monument is briefly described.

The monuments are administered as a unit by Frank Pinkley, whose headquarters are at the Casa Grande National Monument. Most of these monuments are in immediate charge of custodians, who report to the superintendent.



SOUTHWESTERN NATIONAL MONUMENTS

Joint Planning Conference Minneapolis, Minn., June 20-22, 1938

The Joint Conference on Planning sponsored by the American City Planning Institute, the American Planning and Civic Association and the American Society of Planning Officials, will be held in Minneapolis, Minnesota, on June 20–22, with headquarters at the Nicollet Hotel. On June 22, a trip may be made to Saint Paul, where there would be a luncheon and afternoon session.

The plan of the conference this year is to be an innovation. There will be ten or twelve round tables on different subjects. A committee will be appointed to prepare a report for each of these subjects which will be the basis of discussion. On June 22, a summary of the round tables will be given at a final joint session. Subjects under consideration for round tables are:

- Planning a Housing Project
- Urban Land Policies
- Rural and Agricultural Zoning
- State Planning
- County Planning
- Value of Planning to Public Officials
- Integration of State and National Planning
- Planning Education in the United States
- Migration and Economic Opportunity
- Traffic Studies in Relation to City Planning
- Capital Budgets and Improvement Programs

Mr. Walter H. Blucher is acting as conference director.

First Missouri Valley Planning Conference

The First Missouri Valley Planning Conference, sponsored by the National Resources Committee in coöperation with the State Planning Boards of Iowa, Kansas, Minnesota, Missouri, Montana, Nebraska, North and South Dakota, was held at Omaha, Nebraska, February 11 and 12.

The discussions of the conference have clearly indicated that the work which has been done by the national and state planning agencies has already been highly beneficial and they have also shown great need for the continuation and extension of such work. Resolutions were adopted favoring:

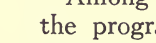
1. The establishment of a permanent coördinated system of planning boards or agencies by Federal, state and smaller governmental units, with adequate financial support.

2. The continuation of conferences in the area, to be arranged by the Counselor of the National Resources Committee upon the request of three or more State Planning Boards of the region.

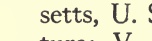
3. The setting up of special interstate study committees composed of representatives of planning boards and other agencies, under the chairmanship of the Counselor, two committees to be established as soon as practicable, one on transportation and the other on the problems incident to the readjustment of agriculture in the area.

Chapter Activities

The Maine Chapter held a mid-winter meeting at the Eastland Hotel in Portland on March 5th. The morning session was taken up with the discussion of a planning ordinance for towns, prepared by a committee of the Chapter. At the afternoon session Orren C. Hormell, Professor of Government at Bowdoin College, raised important questions about the workability of the state enabling act on zoning and made suggestions for its amendment. An interesting forum on roadside improvement was led by Lucius D. Barrows, Chief Engineer of the Maine State Highway Commission, and Vincent W. Canham, Chairman of the Auburn Planning Board.



The annual meeting of the Connecticut Forest and Park Association held at Bridgeport, February 5th, attracted a record attendance. Our Connecticut Chapter was well represented and took an active part. In the morning, round-table discussion of township zoning and its use in protecting the roadside was conducted by Flavel Shurtleff. A Roadside Committee which has just been created by the state association under the chairmanship of Laurance J. Carmalt, a Chapter member, is planning an aggressive campaign for a more general adoption of zoning in Connecticut towns.



Rear Admiral Thomas T. Craven, retired, has accepted the leadership of the newly organized Long Island Chapter which will supplement the excellent work of the Regional Plan Association and the Roadside Council of the Long Island Association. It will stress public education and hopes to interest Long Island educators in planning and zoning projects for civics classes in the high schools.

The Massachusetts Chapter participated in a Zoning Conference at Greenfield, Mass., on Feb. 26, 1938.

Zoning was discussed in relation to a Master Plan and as a part of a Land-Use Program. The relation of bank foreclosures to zoning was pointed out. Other subjects treated were Highway Zoning and Roadside Control and Rural Zoning Progress.

Among those who participated in the program were Gorham Dana, President, Massachusetts Federation of Planning Boards; James A. Britton, Chairman, Greenfield Planning Board; Flavel Shurtleff, Counsel, American Planning and Civic Association; Angus J. MacNeil, Chairman, Wellesley Planning Board; Charles Fairhurst, Chairman, Board of Selectmen; Samuel L. Conner, Secretary, Massachusetts Federation of Planning Boards; Lewis D. Bement, Chairman, Deerfield Planning Board; David Rozman, Research Professor of Economics, Massachusetts State College; Joseph T. Elvove, Acting Land-Use Planning Specialist for Massachusetts, U. S. Department of Agriculture; V. Webster Johnson, Rural Zoning Economist, Bureau of Agricultural Economics; Miss Elisabeth M. Herlihy, Chairman, Massachusetts State Planning Board; Hugh Pomeroy, Field Consultant, ASPO.

National Resources Committee Notes

On January 20, President Roosevelt transmitted to the Congress, in response to Concurrent Resolution No. 24, a report on "Alaska—Its Resources and Development" (House Document No. 485, 75th Congress, 3rd Session). This report, prepared by the National Resources Committee at the President's request, is Part VII in the series of the Committee's reports on Regional Planning.

The report on Alaska consists of two parts. The first contains a statement prepared by a specially selected Alaska Resources Committee; the second presents a series of staff reports on 16 special topics, dealing with various resources and services concerned in Alaska's development, which were prepared by representatives of the Federal bureaus and agencies immediately concerned.

In issuing the report, the Alaska Resources Committee was assisted by representatives of 30 bureaus of the Federal Government, the Alaska Planning Council, the Pacific Northwest Regional Planning Commission and the National Resources Committee.

The development of Alaska, says the report, is a long-time problem and plans will have to change to suit changing social conditions. This task ought to be entrusted to a permanent Alaska planning agency, the membership of which reflects territorial and national interests. It should compose one unit in a planning structure with a national planning agency in charge of "over-all" planning coördination.

The Committee finds no reason to depart from the established policy of the United States Government towards conservation and development of the Territory. It recommends that any major development program be based on mature plans, which require more adequate basic information.

Immediate steps are recommended, however, toward the improvement of communication and transport, particularly air transport, and toward a re-examination of conservation and tax policies.

On the subject of fisheries the report says in part:

The fisheries present a brilliant example of a successful conservation policy. Not so long ago it was feared that over-fishing was threatening to ruin the industry. Today the annual pack is greater than ever. In fishery questions and research relating to fisheries the United States should seek the closest coöperation with Canada. . . .

Concerning the studies by Japan of fishing possibilities off Bristol Bay, the Committee says:

The principal industry might be greatly injured. There is therefore, no question of greater immediate import for the present and future of the Territory. The Federal Government should take immediate steps both to insure the preservation of the Pacific salmon fisheries and to secure peculiar important American interests therein.

The advisability of constructing new railroads at public expense at this time is questioned by the Committee, but minor roads and trails are strongly recommended.

Other major recommendations contained in the report are, in part, as follows:

Because the country is so vast and so cut up by formidable barriers of mountain ranges and fiords, the Committee is of the opinion that any planning agency that may be set up will find it necessary to divide the country into planning regions based on geographic and economic considerations.

The Committee believes that the filling of the wide gaps in such knowledge as is necessary for the intelligent direction of Alaska affairs should be hastened. Surveying, mapping, land classification, mineral exploration, and other scientific investigations already in progress should be carried forward at a faster pace than at present. In the interest of speed and broad general utility, the Committee recommends in particular the early and speedy completion of general mapping, including aerial mapping.

The Committee also believes that the administration of the conservation policies —not the general policy itself—needs reexamination, especially with reference to the terms of leases, alienation of land, the homestead law as it applies to Alaska and the like. It makes a recommendation to that effect.

The Committee recommends that the system of taxation be examined to the end that it may be simplified, made more just, and, above all, to determine whether the revenue derived from the principal industries may not be increased to the end that more of the wealth derived from natural resources be used for the development of the country.

In view of certain abuses in labor conditions in the past, it is important that the greatest vigilance should be observed by the United States Government and the Territorial government in order to insure reasonable working and living conditions and to prevent the exploitation of labor in Alaska.

The Committee believes that the framework of government in and for Alaska is not now as efficient as it could be and suggests that a study be made looking toward simplification and improvement.

The National Resources Committee has recently coöperated with state, local and regional planning boards in sponsoring two regional planning conferences.

The first of these, the Third Southeastern Planning Conference, was held in Atlanta, Georgia, on January 11 and 12. The two-day program was devoted to a discussion of planning programs and accomplishments in the Southeastern States with especial reference to industry, water resources, forest resources, recreation, housing and the coördination of Federal, state and local activities in the area. The second, reported on page 38, was the Missouri Valley Conference held in Omaha, Nebraska, on February 11 and 12.

International Federation for Housing and Town Planning to Hold Congress in Mexico City, August 13-27, 1938

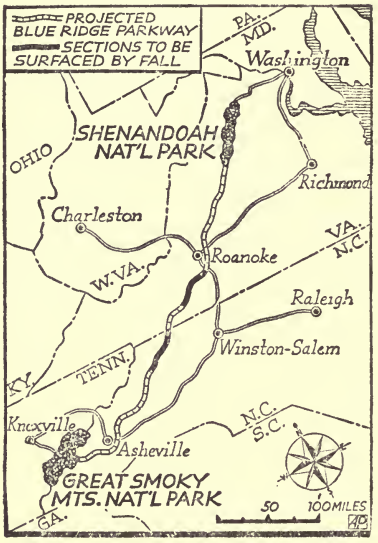
The International Housing and Town Planning Congress meets this year in Mexico City, August 13–20, on the invitation of the Mexican Government and authorities of Mexico City. Following the conference a six- or seven-day study tour is being arranged to cover some of the most important developments in Mexico.

The Congress subjects will include: Housing in Tropical Countries; Planning Recreation and the Use of Leisure Time; Underground Planning; Town Planning Education and National Planning in America.

It is expected that a large delegation from the United States will go to Mexico City. Notification of intention to attend should be sent to D. C. L. Murray, General Secretary, Bruxelles, Rue Cantersteen 47, Shell Building 608, and to Carlos Contreras, Ramos Arizpe No. 1, Mexico, D. F.

Parkway Through Blue Ridge Mountains

A motorway sweeping 500 miles through Virginia and North Carolina will be known as the Blue Ridge Parkway, and will connect two beauty spots, Shenandoah National Park and the Great Smoky Mountains National Park. It will weave past forested mountain peaks, through wooded valleys, past quaint homes and farms and over picturesque streams. Along the way will be built recreation camps, picnic grounds and swimming pools.



Footpaths and bridle paths will lead from it into sweeps of woodland beauty. Hot dog stands and unsightly billboards will be absent along the way. Work has been started and though some stretches are passable for motor cars, travel is not being encouraged. None of the route is hard-surfaced yet and approaches to graded stretches are difficult to cover. This summer a 59-mile and a 47-mile stretch will be surfaced and reopened some time in the fall.

The Government is acquiring a right-of-way 825 feet wide—about 100 acres a mile. The States acquire the land and transfer it to the Federal Government. The parkway will be planted with flowering shrubs, the woods will be improved and provisions will be made for feeding and protecting game along the route.

Officials hope that the stretch between Roanoke and Asheville can be completed in three years.

Maine Goldfields

The Maine Chapter, under Dean Cloke's guidance, has been coöperating with the Community Development Committee of the Garden Club Federation of Maine and its enthusiastic Chairman, Mrs. Edward F. Dwight of Kennebunkport. Taking her cue from "Acres of Diamonds," Dr. Russell H. Conwell's nationally known lecture, Mrs. Dwight is bringing the tourist value of Maine's natural scenic and recreational resources to the attention of Maine residents by means of radio broadcasts and newspaper releases. A series of articles and interviews prepared by the Maine Chapter have been appearing each week during February and March with Governor Barrows, former Governor Gardiner, Booth Tarkington, and Kenneth Roberts among the contributors.

Billboards in Massachusetts

In a Report to the Massachusetts Federation of Planning Boards, Horace B. Gale referred to the pioneer by-law restricting billboards adopted by the Town of Concord in 1925. The selectmen joined in the defense of the by-law in the now famous Supreme Court fight, which, "after ten years of litigation, established for the first time under the U. S. Constitution the far-reaching principle that a State can invoke the police power against billboards for *æsthetic reasons, or because they are unsightly*."

The state law and regulations are now in full force in Massachusetts, but Mr. Gale points out that the existing regulations would banish only a part of the offensive billboards. He makes the claim that "*The way is now clear for the planning boards to* interest their townspeople and officials in protection from billboard blight by local laws." It is important also in Mr. Gale's judgment that the statutes be amended to restore to Massachusetts zoning laws the control over billboards which was denied them by the Supreme Court in the Falmouth case.

Mr. Gale advised "Federation urge Planning Boards from towns not provided with local laws for control of billboards to get busy on Model 1937 while the opportunity is open"; and urged the Federation to draft and introduce an amendment to the zoning enabling act which will stop the loop holes through which billboards now escape into our rural scenery.

Following this suggestion, Senate Bill No. 268 has been introduced in the Legislature on petition of Chairman Gorham Dana of the Massachusetts Federation of Planning Boards. It proposes to amend the Zoning Enabling Act so as to give towns and cities full authority to supplement the state regulations by further local restrictions.

Considerable opposition by outdoor advertising interests appeared at the hearing on the bill before the legislative Committee on Mercantile Affairs, which has the bill under consideration; but, if it should fail to pass at this session, something like it doubtless will be enacted in the near future to cure the widespread dissatisfaction with the present law.

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Mississippi Billboard Bill

A bill to regulate outdoor advertising has been introduced in the Senate of the Mississippi legislature. It calls for enforcement through the State Highway Department, provides for a setback of one hundred and fifty feet from the center of the right-of-way, five hundred feet from intersections, school grounds, churches, cemeteries, parkways; calls for a license to do business, ranging from $10 to $1000; provides for a fee of $4.00 per board. The bill will not be effective within the limits of city or town.

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Virginia Billboard Bill

The Associated Clubs of Virginia, embracing organizations with a membership of 40,000 women, appeared as the chief backers of a bill to regulate outdoor advertising in Virginia (H. B. No. 83).

Summary of Statement of Secretary of the Interior

The Secretary of the Interior, at the request of Senator Logan, submitted a statement to answer the question, "Why a Department of Conservation?" The statement, which is published as Senate Document No. 142, 75th Congress, 3d Session (available at the Government Printing Office, Washington, D. C.), includes the following summary:

Conservation of our natural resources is a major function of Government. The present disorganization of Federal conservation agencies is defeating the efforts of the National Government to conserve our natural resources.

Conservation agencies are scattered through numerous departments of the Government.

Coördinated administration is lacking.

No uniform conservation policy prevails.

Conflicting and overlapping jurisdictions, bureaucratic jealousies, waste, and inefficiency characterize the present arrangement.

The establishment of a separate Department of Conservation to administer all laws primarily concerned with natural resources is the best way to protect them and remedy the existing confusion.

A Department of Conservation would—

Recognize the conservation of natural resources as one of the major functions of the Government, thereby vitalizing the conservation movement.

Give maximum assurance of the selection of a secretary with special interest in and knowledge of conservation.

Afford state conservation agencies closer coöperation from the Federal Government.

Free conservation agencies from domination by controlling interests of the various departments among which the agencies are now scattered.

Assure forest, recreation, wildlife, grazing, water and mineral resources of a more coördinated and balanced administration, with each resource receiving its proper emphasis in the national economy.

Present Administrative Responsibility for Important Natural Resources in the Ownership of the Federal Government

	Water Resources		Range Lands	Commercial Timber	Fuel Minerals			Fertilizer Minerals	
	Power	Reservoir in excess of 20,000 acre feet	Animal units	Board feet	Coal (tons)	Oil (Bbls.)	Oil-Shale (acres)	Phosphate Rock (tons)	Potash (tons)
	%	%	%	%	%	%	%	%	%
Dept. of Interior....	22.3	37.6	25.0	5.0	20.1	12.3	39.6	49.4	91.0
Dept. of Agriculture.	3.1	0.0	8.0	33.0	0.0	0.0	0.0	0.0	0.0
Other Fed. Agencies.	26.4	20.9	0.0	0.0	0.0	3.1	4.0	0.0	0.0

Warren H. Manning, 1860–1938

Warren H. Manning, who passed away February 5 after a long and extremely useful life which has left living memorials in parks and gardens all over the land, was one of the founders of the American Civic Association. It was his American Park and Outdoor Art Association and the American League for Civic Improvement, founded by Prof. Charles Zueblin, that were brought into union at the St. Louis Fair in 1904. Mr. Manning always kept close to the organization, of which he was a cherished member, because it was doing the things he would have done himself had he been of sufficient power. He wanted Niagara Falls taken from the power spoliators; he wanted a National Park Service founded; he wanted parks made accessible to all the people of the great cities; he believed in state parks, not only for usefulness but for economic relief.

These great movements he saw carried along while he lived, and he was a fortunate individual, because while he saw advanced the things to which his life had been devoted, he ended that long and useful life right in the heat and heart of the work he loved. His genius was constantly expanding, as I can bear witness because I will see come into bloom in this season of 1938 the rose-garden he planned in Harrisburg, obtaining for it an impossibly fine location and organizing it into lines of beauty hardly to be excelled anywhere else in America.

The genuineness of Mr. Manning's work related closely to his enormous knowledge of plants and what plants would do for people. He loved native plants and they were his familiar friends. More than that, he loved to have people know about them, for one of his latest enterprises was an attempt to promote plant knowledge through a unique system of cards which could be used by school children.

Part of Mr. Manning's working genius was his ability to get difficult things done easily. As one who associated with him during the years when the Harrisburg park system was being built from nothing to a magnificent actuality, I saw with astonishment how he would deal with an impossible situation, taking land from a man who did not expect to give it, and being thanked for what he had done! I saw him bring into harmony discordant public officials. I saw his mind travel far ahead of these times and look into the future welfare of the people. It was my good fortune to become more or less familiar with his Nation Plan and to have to humbly admit my own error in endeavoring to restrict his thought of through highways, since proved to be abundantly adequate.

Warren H. Manning was not only a genius whose life was spent for the American people, but he was a kindly associate, a devoted friend.

Few men have left to America such a heritage of beneficent and successful accomplishment as that found north and south, east and west, in consequence of the landscape ability and the human genius of this fine man.

J. Horace McFarland

Joseph Talmage Woodruff, 1894–1937

In the death of Joseph T. Woodruff, December 18, 1937, at Longmeadow, Mass., planning lost one of its most effective advocates. Probably no other member of the planning profession possessed, in such large degree, the ability to convey to the ordinary citizen a clear understanding of the meaning and value of planning.

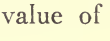
He believed that even more important than the preparation of a plan was the establishment of public understanding and appreciation of the plan. He devoted his efforts unceasingly to that end.

Joseph T. Woodruff was born in Colorado Springs in 1894. He completed his education at Massachusetts Institute of Technology, graduating with an engineering degree in 1917. He began his planning career in 1921 at Springfield, Mass., assisting in the preparation of a plan for that city. Following a short period during which he remained as planning engineer of the Springfield Planning Board, he was active as consultant in the preparation of many city and town plans throughout New England. In 1929, he was appointed planning engineer of the Regional Planning Federation of the Philadelphia Tri-State District and in 1931 was appointed Chief of the Bureau of Planning of the Greater Pennsylvania Council. In 1932, he transferred his activities to New England where he became consultant to the Fairfield County (Conn.) Planning Association, the Connecticut State Planning Board and the New England Regional Planning Commission.

During the last few years he devoted an increasing amount of his time to planning education, as a member of the M. I. T. city planning school faculty.

The country, and New England in particular, can ill afford the loss of such a valuable force for community betterment.

FREDERICK P. CLARK



Southern Highlands Committee Organized

The Southern Highlands Region Recreation Committee was organized in Knoxville, Tenn., on February 24, 1938, with its membership drawn from Federal, state and local agencies in seven States—Tennessee, Alabama, Georgia, Kentucky, Virginia, North and South Carolina. The committee is to devise ways and means to establish a permanent Southern Highlands Council which will promote use of the region's recreational resources.

It is hoped that a permanent council can be set up to take advantage of the material assistance available from the Government agencies in the area. The Committee will take up the offer of the National Resources Committee to furnish facilities through its regional office in Atlanta. Already a report has been released to the National Resources Committee by vote of the Board of Directors of the TVA for the use of the Committee. The report is entitled "Recreational Development of the Southern Highlands Region" and covers a study of the use and control of scenic and recreational resources of this area of 44,400 square miles.

Recent Publications

Compiled by Katherine McNamara, Librarian of the Departments of Landscape Architecture and Regional Planning, Harvard University

ALLEN, R. H., and OTHERS. Part-time farming in the Southeast. Washington, Govt. Printing Office, 1937. 317 pages. Maps, charts, tables. (U. S. Works Progress Administration. Division of Social Research. Research Monograph 9.)

AMERICAN AUTOMOBILE ASSOCIATION. Americans on the highway; a survey of the trends of tourist travel. Washington, The Association, Aug. 1937. 20 pages. Map, tables.

AMERICAN MUNICIPAL ASSOCIATION. Parking meters; with added supplement giving a decision of the Florida State Supreme Court, December 10, 1936; 2d ed. Chicago, The Association, December 22, 1936. 36 + 8 pages. Mimeographed. Tables. (Report No. 111.) Price 50 cents.

AMERICAN SOCIETY OF CIVIL ENGINEERS. COMMITTEE ON LOCATION OF UNDERGROUND UTILITIES. Location of underground utilities. New York, The Society, 1937. 15 pages. Plans, cross-sections. Price 40 cents (20 cents to members of the Society).

BAKER, O. E. A graphic summary of physical features and land utilization in the United States. Washington, U. S. Dept. of Agriculture, May 1937. 57 pages. Maps, charts. (Miscellaneous Publication No. 260.) Price 10 cents.

BETTERS, HARRY R. The regulation of billboards and the business of outdoor advertising. Washington, United States Conference of Mayors, Sept. 1937. 26 pages. Mimeographed. Diagr., tables. (Report No. 156.) Price $1.00.

BLACK, JOHN D., *ed.* Research in agricultural land utilization: scope and method. Prepared under the direction of the Advisory Committee on Social and Economic Research in Agriculture. New York, Social Science Research Council, June 1931. 201 pages. Map, tables. (Bulletin No. 2.) Price 75 cents.

CHAMBER OF COMMERCE OF THE UNITED STATES. CONSTRUCTION AND CIVIC DEVELOPMENT DEPT. Zoning: a statement of principles and procedure. Washington, The Chamber, [Oct. 1936]. 26 pages.

COUNCIL FOR RESEARCH ON HOUSING CONSTRUCTION. Housing finance; report on subsidies for rehousing in urban areas. London, P. S. King and Son Ltd., 1935. 34 pages. Tables, charts (folded). Price 2s. 6d.

CULVER, DOROTHY CAMPBELL, *comp.* Land utilization: a bibliography. Berkeley, Calif., Bureau of Public Administration, University of California, Nov. 15, 1937. 222 pages. Mimeographed. Price 50 cents.

Also supplement, 1937. Price 50 cents.

FREEMAN, HARRY D. A plan for a new Bandon, [Oregon] . . . [Portland, Ore.], Oregon State Planning Board, Nov. 1937. 58 pages. Mimeographed. Plans (part folded), diagrs. (folded), tables.

GARDNER, ELLA. Development of a leisure-time program in small cities and towns. Washington, Govt. Printing Office, 1937. 13 pages. Tables. (U. S. Children's Bureau. Publication No. 241.) Price 5 cents.

GIBBON, SIR GWILYM. Problems of town and country planning. London, George Allen and Unwin Ltd., [1937]. 200 pages. (The Town and County Hall Series of Books on Local Government, No. 2.) Price 5s.

GOLDFELD, ABRAHAM. The diary of a housing manager. Chicago, National Association of Housing Officials, [1938]. 115 pages. Illus., tables.

HODES, BARNET. Law and the modern city. Chicago, Reilly and Lee Co., [1937]. 107 pages. Price $1.00.

INSTITUTE OF MUNICIPAL LAW OFFICERS. The legal status of parking meters. Washington, The Institute, Sept. 1936. 11 + 4 pages. Mimeographed. (Report No. 12.) Price 50 cents.

INTERNATIONAL FEDERATION FOR HOUSING AND TOWN PLANNING, and INTERNATIONAL HOUSING ASSOCIATION. International Housing and Town Planning Congress, Paris, July 1937, jointly with International Federation for Housing and Town Planning, London. Financing house-building of the lower classes. Frankfort O. Main, [1937]. 91 pages. Tables.

Text in German, English and French.

————, and ————. Joint Congress. . . . Paris, 1937. National and regional planning. London, The Federation, [1937]. 109 pages. Illus., maps, plan, tables.

Text in English, French and German.

INTERNATIONAL HOUSING ASSOCIATION, and INTERNATIONAL FEDERATION FOR HOUSING AND TOWN PLANNING. Horizontal or vertical building. International Housing and Town Planning

Congress, Paris, 1937. Frankfurt, The Authors, [1937]. 105 pages. Tables.
Text in German, English and French.

MONOGHAN, FRANK. New York World's Fair, 1939. "The fairs of the past and the fair of tomorrow" . . . New York, Encyclopaedia Britannica, Inc., [1937]. 48 pages. Illus., diagr. Price 50 cents.

NATIONAL COUNCIL. CHURCH MISSIONS HOUSE. The church and slum clearance. Proceedings of the mass meeting and conference, Cathedral of St. John the Divine and Synod House, New York, N. Y., February 28–March 1, 1937. New York, The Council, [1937]. 67 pages. Price 25 cents.

NATIONAL PUBLIC HOUSING CONFERENCE. Speeches: the Third Washington Conference on Slum Clearance and Low Rent Housing, held under the auspices of the National Public Housing Conference. . . . Washington, D. C., January 24–26, 1936. The Conference, 1936. 62 pages. Mimeographed.

OREGON STATE PLANNING BOARD. PUBLIC WORKS COMMITTEE, and U. S. WORKS PROGRESS ADMINISTRATION. A report on state building needs in Salem and capitol group planning. . . . The Board, Nov. 18, 1936. 45 pages. Mimeographed. Plan, tables. Price 30 cents.

PETTET, Z. R. Part-time farming in the United States. Special study. Washington, Govt. Printing Office, 1937. 205 pages. Maps, tables. (U. S. Bureau of the Census.) At head of title: United States census of agriculture, 1935. Price 50 cents.

PORT OF NEW YORK AUTHORITY. DEVELOPMENT AND OPERATIONS DEPT. Overseas air terminals at the port of New York. New York, The Authority, [June 10, 1937]. 33 pages. Mimeographed. Illus., map, plan, tables.

SIMON, ALFRED PHILIP. Manchester made over, by Alfred P. Simon; edited and arranged by Lucy Redford. London, P. S. King and Son Ltd., 1936. 106 pages. Plans, maps (part folded). Price 6s.

STEINER, JESSE F. Research memorandum on recreation in the depression. Prepared under the direction of the Committee on Studies in Social Aspects of the Depression. New York, Social Science Research Council, 1937. 124 pages. Tables. (Bulletin 32.) Price $1.00.

STONE, PETER A. Construction expenditures and employment, 1925–1936; [rev.]. [Washington, Govt. Printing Office, 1937.] 44 pages. Lithoprinted. Tables, charts. (U. S. Works Progress Administration.)

SYRACUSE, N. Y. HOUSING AUTHORITY. Parking hazard and means of its abatement. Syracuse, The Authority, 1936. [11] p. + [8] plates. Mimeographed. Maps (part folded). Price 15 cents.

THOMPSON, WARREN S. Research memorandum on internal migration in the depression. Prepared under the direction of the Committee on Studies in Social Aspects of the Depression. New York, Social Science Research Council, 1937. 86 pages. Tables. (Bulletin 30.) Price $1.00.

U. S. BUREAU OF FOREIGN AND DOMESTIC COMMERCE. Financial survey of urban housing; statistics on financial aspects of urban housing. David L. Wickens, project director. A Civil Works Administration project. Washington, Govt. Printing Office, 1937. 1245 pages. Diagrs., tables. Price $3.25.

U. S. FEDERAL ADMINISTRATION OF PUBLIC WORKS. Williamsburg Houses: a case history of housing. [Washington, Govt. Printing Office, 1937.] 30 pages. Illus.

U. S. FEDERAL HOUSING ADMINISTRATION. Rental housing as investment. Washington, The Administration, [1937]. 30 pages. Illus., cross-sections, charts.

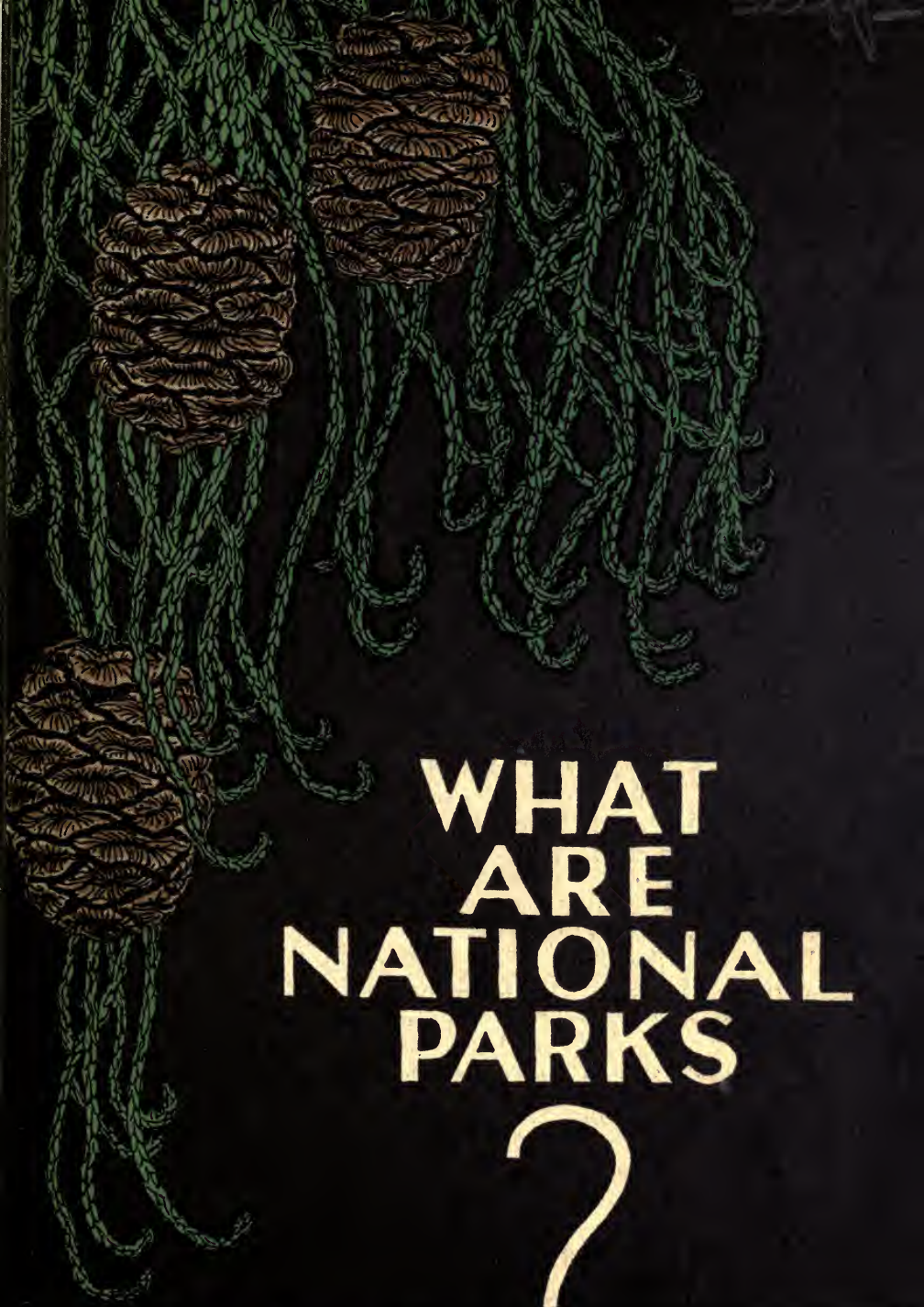
U. S. NATIONAL RESOURCES COMMITTEE. Population statistics. Material prepared for a study of population problems, October 1937. Washington, Govt. Printing Office. 3 vols. Tables. Price 30 cents (vol. 1); 25 cents (vol. 2); 15 cents (vol. 3).
Contents: vol. 1, National data; vol. 2, State data; vol. 3, Urban data.

[U. S. WORKS PROGRESS ADMINISTRATION.] America spreads her wings. [Airports and airways built and improved by the jobless under the federal works program.] [Washington, Govt. Printing Office, 1937.] Unpaged. Illus., maps, tables, charts.

UNWIN, SIR RAYMOND. Housing and town planning. . . . Lectures, 1936–1937 [at Columbia University]. Washington, U. S. Central Housing Committee, Sub-Committee on Research and Statistics, [1937]. 86 pp. Mimeographed. Tables.

WHETTEN, N. L., and E. C. DEVEREUX, JR. Studies of suburbanization in Connecticut. 1, Windsor: a highly developed agricultural area. Storrs, Connecticut State College, Dept. of Sociology, Oct. 1936. 144 pages. Maps, tables, charts. (Storrs Agricultural Experiment Station. Bulletin 212.)

WILLIAMS-ELLIS, CLOUGH, *ed.* Britain and the beast, [by J. M. Keynes, and others]. London, J. M. Dent and Sons Ltd., [1937]. 332 pages. Illus., maps, plans.



WHAT ARE NATIONAL PARKS ?

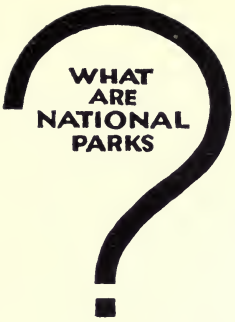
Supplement to
LANNING AND CIVIC COMMENT

. 4 MARCH, 1938 No. 1

Part One

PORTFOLIO ON THE NATIONAL PARK AND MONUMENT SYSTEM

Issued by the American Planning and Civic Association, 901 Union Trust Building, Washington, D. C. Dedicated to the late Stephen T. Mather, first Director of the National Park Service



the ANSWER

PARK conservation is a national policy and a national challenge.

Since its beginning, the defenders of the national park and monument system have been pioneers in a new and civilized form of land use. They have distilled from the rough and ready methods of wilderness conquest new techniques and practices, so that park conservation is no longer merely a principle of good stewardship but is a definite function of government with scientific application. They have found ways of using the native beauty and native-spun character of our country in such manner that they shall not be destroyed but shall contribute to our national fabric.

Parks are as much a form of land settlement as are farms, and park management is as much a land settlement industry as is the growing of corn, potatoes, or wheat. In the settlement of a country some lands are more suited to farming, others to grazing, others to forestry and mining. But some lands are more suitable for the inspiration, or recreation, of the people—breathing spaces, they might be called. The important problems for the parkman are to determine which lands are best adapted to serve as parks and how best to use them.

National parks may be defined as the superlative natural areas, set apart and conserved unimpaired for the inspiration and benefit of the people.

National monuments are the objects of historic, prehistoric, or scientific interest, set apart and conserved unimpaired because of their national value.

The national parks and monuments are the essential units of the National Park System, which also includes several other types of related areas. All of these areas are preserved for their intrinsic value.

For the national park and

monument system, the Federal Government seeks to locate, appraise, and secure for public inspiration and benefit:

All those areas that are nationally of more value for recreation than for any other use;

Outstanding stretches of the ocean beaches;

Nationally important prehistoric and historic sites, objects, and buildings;

The finest representative examples of native plant and animal life;

The most instructive geological exhibits —such as the Grand Canyon; and

A system of nationally important scenic and historic parkways.

In this issue, Part I of the Portfolio on the National Park and Monument System, we present some examples of the types of areas that have been included in the National Park System and some of the types that should be included but have not yet been given national park or monument status. In the subsequent parts of the Portfolio, there will be presented examples of the many types of services that the Federal park system renders.

Parks provide the maximum use of these irreplaceable resources. The Big Trees of Sequoia National Park are not being logged, but no one can say that they are not being used by the quarter of a million people who journey annually to see and enjoy them. When we speak of use, it does not necessarily imply the development of an area by highways and hotels. One of the important objectives of the national park and monument system is the preservation of large tracts of roadless wilderness as a character- and stamina-building resource for all time.

The national park program is also a broadly educational venture. It is an attempt to preserve, make accessible, and present to the millions of people who annually visit the parks and monuments a living story of the world about them. When people refresh themselves in great natural areas and at historic shrines, natural history and human history are rescued from the laboratory and the archives to become vital elements in the welding of the Nation.

Good park management ministers not only to human needs directly, but provides a lasting source of income to adjacent communities and numerous industries. People spend money in journeying to and from the parks and that money directly contributes to the stability of those communities and industries. That is a multiple-use of the park resources and, year after year, the same resource is "sold" and resold without impairment or depletion.

The Portfolio of National Parks and Monuments presents in pictorial form an account of the types of areas and the service rendered in the national parks and monuments.

RIGHT. *At the head of Yosemite Valley stands Half Dome, the sentinel by the gateway to the vast hinterland of wild country beyond—the backcountry of the hiker, the trail rider, and the fisherman. John Muir and others worked for many years to save this great country for our enjoyment.*

PHOTOGRAPH BY JOSEPH S. DIXON

PHOTOGRAPHS BY ANSEL

ABOVE. *In the granite chasms of the Kings River country, lights and shadows are the texture of the scene. The canyons of the Kings cut deeply at the heart of the Sierra Nevada, the Mountains of Light, John Muir called them when he urged Congress to create the Kings Canyon National Park almost fifty years ago.*

RIGHT. *The wild country of Kings River is filled with the eternal music of little streams, the call of the canyon wren, the song of the water ouzel. What higher use could this mountain country serve than to be made a national park, to be preserved and enjoyed for all time? It has not yet been made a national park, even though the Government owns the land and an Act of Congress could save it.*

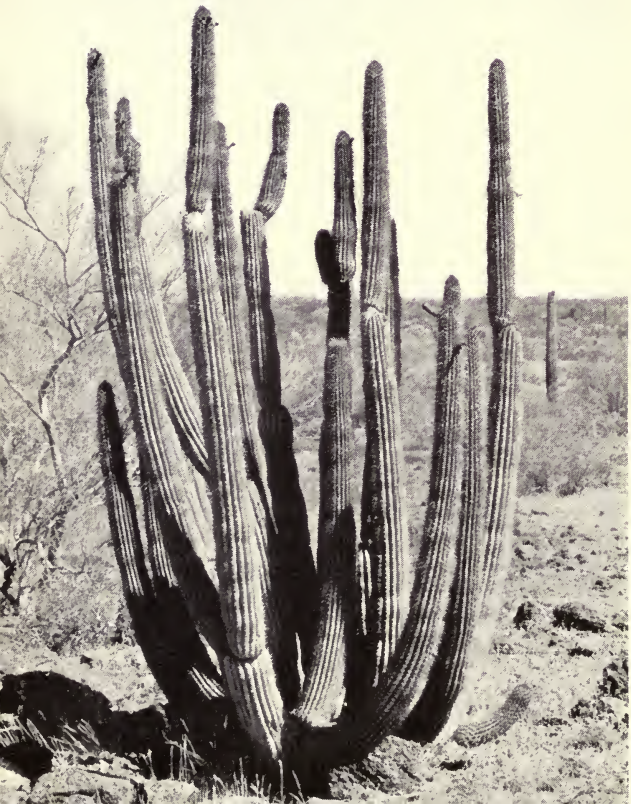
ABOVE AND LEFT. *Yellowstone, the first great national park ever created in any country. From here the idea has spread to every country of the civilized world. Should the Yellowstone have been divided piecemeal among a few individuals for private profit? Seventy years ago, the Yellowstone pioneers asked themselves that question. Their answer was the National Park Idea.*

RIGHT. *The proposed Big Bend National Park on the Mexican border will add another link to the conservation chain when the necessary lands have been acquired by the State of Texas and donated to the Federal Government. Alluring canyons, mountains, and tropical deserts can then be brought within reach of those who want to know more of this country and of our neighbor to the south.*

LEFT. *Sitka spruce in the proposed Olympic National Park in northwestern Washington. Unless such trees are preserved in a national park, the time will come when there will be none left in our country. National parks and monuments are the only areas where, by Act of Congress, all natural features are forever protected.*

ABOVE. *In Saguaro National Monument is found the finest single stand of giant Saguaro cactus, that decorative native of the Arizona deserts. Its blossom is Arizona's state flower. Its fibrous wood is used in making furniture, and even its sharp thorns make excellent phonograph needles. The national monument was established to save this stand from thoughtless destruction. Unfortunately, the finest stands within the monument are still privately owned.*

ABOVE. *Joshua Tree National Monument, California. One of the objectives of the national park and monument system is the preservation of the finest examples of each kind of native plant and animal life.*



LEFT. *The recently established Organ Pipe Cactus National Monument in Arizona preserves another unique and interesting section of desert plant and animal life. Grazing, wood-cutting, hunting, and the sale of rare desert plants are some of the practices that would eventually destroy the distinctive character of the desert if the Federal Government had not created this national monument.*

ABOVE. *The shimmering waste of Death Valley was at once sinister and inviting to the adventuresome emigrants and prospectors of the nineteenth century, many of whom, bent on exploring for precious minerals or finding shorter routes of travel across the Southwest, entered the long, narrow Valley confidently, only to perish in despair amid the bewildering, waterless, sun-scorched sands. Today the National Park Service makes it possible for the visitor to enjoy the strange beauty of Death Valley with comfort and safety.*

BELOW. *At the base of the towering San Jacinto Mountains in southern California lies an oasis of native palms, fed by a clear, cold stream, and frequented by birds in migration. Palm Canyon has long been proposed as a national monument to preserve its unique character and vegetation.*

When you visit Crater Lake National Park you will see one of the finest scenic gems in North America. Here the crater of an extinct volcano has filled with pure water; trees, shrubs, and flowers have grown over the seared rim, and Nature has produced a place of indescribable beauty.

Betatakin ruin in the Navajo National Monument, northern Arizona, is representative of the many national archeological monuments now receiving protection in the Southwest. Pot-hunters and other vandals would have destroyed these priceless remnants left by prehistoric man if the Federal Government had not thrown about them a protective arm.

ABOVE. *The gorge of Grand Canyon National Park. Here the Colorado River has eaten backward, through time, laying bare the geological story of Earth from the recent layers of rim rock to the twisted Archean schists of the inner gorge. All this you can see as you go down to the rushing clear streams in the side canyons to fish.*

RIGHT. *The Great White Throne of Zion National Park. Zion presents a graphic story of earth forces tearing down a continent and carrying it in tiny particles to the ocean. Yet, as fast as new rock is exposed, new plant and animal life creeps in, clings, and resists the corrosive forces of wind, ice, and torrents.*

Winter in the temple of the forest. Thousands of giant sequoias in the mountains of California have gone down before the axe and saw. Congress has established Sequoia, General Grant, and Yosemite National Parks to protect such forests, but in Redwood Canyon, just outside the border of Sequoia, is the largest remaining grove in private ownership. Unless it is purchased and placed in public ownership, it, too, will be destroyed.

Down in the lowlands, and hundreds of miles away, are the coast redwoods, a species very different from the rugged big trees of the Sierras. Many of the finest groves of the lowland species have been purchased and set apart as state parks, but the Nation should acquire one great redwood forest, such as that shown below, and preserve it as the Redwood National Park.

Fishing the rapids in Glacier National Park. Riding, biking, camping, fishing —all these are your privilege and your right in the national parks.

PHOTOGRAPH BY T. J. HIL

ABOVE. *Devils Tower, Wyoming, the exposed core of an ancient volcano and one of the famous landmarks of the West, was set apart in 1906 as the first national monument. Since then, seventy-three other national monuments have been established in all parts of the country.*

RIGHT. *The grizzly, once found over the western half of our country, is now limited to a few hundred individuals in Montana and Wyoming. Yellowstone and Glacier National Parks are giving protection to this, the greatest of all North American mammals. All areas in the National Park System are wildlife sanctuaries.*

LEFT. *In the northern Cascades of Washington there is a great, Government-owned wilderness of snow-capped peaks, alpine forest, glacial lakes, and mountain meadows, whose highest value is for recreation. The scene of Mount Shuksan tells the story better than any words. Here is an area which meets every qualification for a national park.*

BELOW. *You are now looking down into the Jackson Hole, at the base of the Grand Teton National Park. The Hole, once famous for great game herds and the trappers' rendezvous, is now a checkerboard of hay fields, roads, and ditches. For many years, conservationists have sought to restore the primitive character of this historic valley and to include it in the park. Mr. John D. Rockefeller, Jr., has purchased almost forty thousand acres in the Hole to give to the park. But an Act of Congress is required to establish or modify park boundaries. As soon as the tax problem in Teton County is adjusted, the way will be clear for Congress to accept Mr. Rockefeller's gift to the Nation.*

ABOVE. *On Dry Tortugas in the Gulf of Mexico, the lapping of waves and the cry of sea birds echo through the empty corridors of old Fort Jefferson, now a national monument. It is a policy of the Federal Government to preserve historic sites and objects for the inspiration and benefit of the people.*

LEFT. *The first National Seashore has been authorized by Congress to include almost a hundred miles of unspoiled ocean beach in the vicinity of Cape Hatteras, North Carolina. The extent of ocean beach available to the public is rapidly diminishing, and large sections should be placed in public ownership before it is too late.*

At Mount Katahdin, in the wilderness heart of Maine, there is opportunity to restore and preserve a fragment of New England the colonists knew—the primeval forest that sheltered moose and wolf, and all the lesser forest animals. It is a country of rivers and lakes, long winters, and the short, green summers.

White Ibises in the proposed Everglades National Park. When the necessary lands have been acquired by the State of Florida and donated to the Federal Government, this park will include one of the most outstanding regions of tropical glades and jungle in the United States.

PHOTOGRAPH BY MATLACK STUDIO

Although the Great Smoky Mountains National Park offers the out-of-doors enthusiast the highest and some of the most rugged mountain scenery east of the Black Hills of South Dakota, there are vast reaches of gently rolling wild land, as pictured here. This national park protects for all time one of the world's most luxuriant and extensive areas of native flora, and its great splashes of wildflower coloring are internationally famous.

LEFT. *The Blue Ridge Parkway, like a slender tape unrolling through forests and valleys and over mountain crests, will reach five hundred miles along the southern Appalachians from Shenandoah to Great Smoky Mountains. Millions of people will thread its course and find inspiration in the characteristic Appalachian scenery.*

BELOW. *One of the beautiful old mansions in Natchez, Mississippi, to which the Natchez Trace parkway will lead when completed. Every section of our country abounds with native cultural achievements, which should be linked together to build and strengthen the fabric of the growing American culture.*

A quiet street in old Yorktown, characteristic of the type of historic scene the National Park Service is restoring and preserving in the historic areas now coming into the national park and monument system.

PHOTOGRAPH, COURTESY
VIRGINIA STATE CHAMBER OF COMMERCE

The PARK OPERATORS

THE Organic Act creating the National Park Service directed that Service to "*promote and regulate the use* of the Federal areas known as national parks, monuments, and reservations . . . by such means and measures as conform to the fundamental purpose [which] is to conserve the scenery and the natural and historic objects, and the wildlife therein and to provide for the enjoyment of the same in such manner . . . as will leave them unimpaired for the enjoyment of future generations."

In compliance with this mandate, each national park is administered by a superintendent and the park rangers, who are stationed in the area to protect it and to assist the visitors.

To meet the needs of park visitors, the National Park Service has followed the general policy of providing a graded scale of accommodations, ranging all the way from the free campgrounds to the finest hotels. It attempts to provide facilities that will meet the financial requirements of every visitor.

The National Park Service is a young bureau. It has not had the means, the personnel to construct or the authority to operate government-owned hotel, lodge, and cabin accommodations for the visitors. It has pursued a course of granting leases to private corporations and companies for the construction and operation of public accommodations in the parks. The operators' charges and services are determined by the Department of the Interior and the operators' books are subject to its audit.

The operators have played an important rôle in bringing about the success of the national park and monument system and in having made these public reservations available and enjoyable. Through the pioneer stages and during many lean years since, they have maintained a reliable and high-grade service. If it had not been for their investments and their loyal coöperation, with respect both to the public and to the Federal administration, the national parks would not be serving the public so well today, and park conservation would not have been so effective.

The park operators have made a significant contribution to our national welfare.

RIGHT. *When snow blankets the mountains it is time for winter sports. Skis, webs, blades, and runners carry you over snow and ice, and in the spring there is no trace left where you went. We are learning to use the native beauty of America in such manner that it shall not be destroyed but shall contribute to our national life!*

PRINTED IN U.S.A.

Rhododendrons,
Great Smoky Mountains
National Park.

All photographs, unless otherwise indicated,
courtesy of the Department of the Interior

A&A

Planning and Civic Comment

Successor to: City Planning, Civic Comment, State Recreation

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AIM: *To create a better physical environment which will conserve and develop the health, happiness and culture of the American people.*

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Planning and Civic Comment

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M. I. T. and A. P. & C. A. Sponsor Summer Course in Planning

A Summer Program in Planning Principles, Techniques, and Administration, sponsored jointly by the School of Architecture of the Massachusetts Institute of Technology and the American Planning and Civic Association, will be given at M. I. T., Cambridge, Mass., July 5 to July 22, 1938.

Recognizing the need for a short summer course in planning for both technicians and laymen, the School of Architecture of the Massachusetts Institute of Technology, cooperating with the American Planning and Civic Association, is offering in this three weeks' course in City and Regional Planning a program which will be open to both men and women. The course is aimed particularly to meet the needs of the following:

1. Men now serving, with incomplete technical training, on the staffs of Federal, state and local planning agencies.

2. Present or prospective students of planning who wish to advance their professional competence during the summer.

3. Students in related professions who desire a basic knowledge of planning, as it relates to their own profession, in order to increase their competence in their chosen field.

4. Members of local planning boards who feel the need of additional knowledge in order to perform their public duties effectively.

5. Teachers of civics and related subjects who give instruction in planning and would like greater knowledge of the subject in order to improve their teaching and to enable them to work more effectively in encouraging planning in their local communities.

The course will be conducted by Frederick J. Adams, B. Arch., Associate Professor of City Planning, in charge of the Division of City Planning and Housing at the Massachusetts Institute of Technology and Editor, *The Planners' Journal;* and Flavel Shurtleff, A. B., LL. B. (Harvard), Counsel to the American Planning and Civic Association, Lecturer on Planning Administration at the Massachusetts Institute of Technology, Counsel to the Fairfield County Planning Association.

All sessions will be held in the main buildings of the Massachusetts Institute of Technology, Cambridge, Mass., overlooking the Charles River, where a complete library of books on planning and housing and excellent drafting-room facilities are available. The region of Cambridge and Boston offers much of interest to those working in the planning

field, as well as unexcelled summer recreational opportunities. In Boston are located the offices of the New England Regional Planning Commission, the Massachusetts State Planning Board, the Division of Metropolitan Planning, and the Boston City Planning Board.

The program will be divided into morning and afternoon sessions. The sessions will consist of a coördinated series of lectures and discussion seminars, subjects being divided into three distinct groups in such a manner that a person may register in one, two or all three groups without duplication of subject matter or loss of continuity.

The first series of lectures and discussions, given each morning from July 5 to July 15, inclusive, except Saturday, will be devoted to basic planning principles. The second series will consist of lectures and discussions on planning techniques and will be given each morning during the third week of the program (July 18-22). The final series, given each afternoon except Saturday during the third week, will be devoted to planning administration.

Those registering for the first two weeks of the program may elect to undertake supervised design and research projects selected to meet the special needs of the individual. Housing, rehabilitation of blighted areas, community planning, land subdivision, private deed restrictions, public open-space systems, and zoning are typical examples of the subjects in which participants may engage in individual, directed research or drafting-room problems.

There will be occasional field trips during the first two weeks to observe planning features of special interest in the Boston region.

On Saturday, July 16, there will be a special one-day conference on current planning problems to which members of state and local planning boards will be invited. This date makes possible the participation of any persons attending only the first half or second half of the program.

Examinations will be offered for those participating in each series of lectures, and grades will be given to those who are taking the courses for credit.

Fees are as follows:

Principles of Planning 4.611.
(Credit 4 units)
Ten two-hour lectures and ten afternoon criticisms in design or research, $30.

Techniques of Planning 4.612.
(Credit 2 units)
Five two-hour lectures, $10.

Planning Administration 4.613.
(Credit 2 units)
Five two-hour lectures, $10.

In addition, a registration fee of $5 is charged for enrollment in the Summer Session.

Prospective participants in the program should apply before July 1 to Prof. Adams, or to the American Planning and Civic Association, 901 Union Trust Building, Washington, D. C. Dormitory facilities for men are available on the Institute campus during the summer at $4 per week in the Undergraduate Dormitories, and $4.50 per week in the Graduate House. Reservations for the Graduate House must be made well in advance, but reservations for the Undergraduate Dormitories can usually be filled on short notice.

EDITORIAL COMMENT

Public Versus Private Interest in the Yellowstone

The Yellowstone National Park was created in 1872 from virgin country. There were no private holdings and no alienating easements. The park belonged to the people of the United States as public land and by the Act of Congress specific safeguards were set up to ensure its perpetual existence as a national park. Thus, the Yellowstone, with its picturesque lake, lying close to the continental divide, its colorful canyon, its spectacular falls, its high rocky mountains and its strange phenomena of 3,000 geysers and hot springs, its bubbling paint pots and brilliant basins, was definitely "dedicated and set apart as a public park or pleasuring ground for the benefit and enjoyment of the people." The regulations, under the exclusive control of the Secretary of the Interior, according to the Act, shall provide for the preservation, from injury or spoliation, of all timber, mineral deposits, natural curiosities or wonders, within the park, and their retention in their natural condition." Further, the Act set forth that the Secretary of the Interior "shall provide against the wanton destruction of the fish and game within the park and against their capture or destruction for the purposes of merchandise or profit." The intent of the Act is clear.

Nearly fifty years went by. The era of reclamation of lands for farming through irrigation was in full swing, without any premonition on the part of the promoters, apparently, of the days to come when agricultural over-production was to become a problem. In 1919, as shown on the map opposite page 17, there came a veritable flood of proposals to dam Yellowstone Lake and build a tunnel to transfer the waters from the Yellowstone drainage across the continental divide into the Snake River for the benefit of Idaho settlers (present and future). There were also proposals to dam Hart, Lewis and Shoshone Lakes in the park, on the western side of the divide. In 1920 Idaho proposed the Bechler and Fall River reservoirs, and when these projects failed to be realized, in 1926 came the proposal for eliminating the sites from Yellowstone National Park. In 1920, Montana made its proposal to dam Yellowstone Lake for the benefit of its drainage basin. Then in 1937 we heard a great deal about the so-called Faris plan to put in a dam at the famous fishing bridge and a tunnel at the south end of the lake to carry the waters across the divide into the Snake River and so into Idaho. Now we have the Pope-White Bill (S.3925-H.R.10489) which proposes the construction of a weir (dam) at the fishing bridge and the tunnel to divert the water into Idaho. In the bill, as in most similar bills, there are stated intentions to limit the fluctuation of the waters and to preserve the

scenic beauty. The proposal is bound to reappear in the 76th Congress, and the public should be prepared to defend the park and all of its assets against commercial intrusion.

It all boils down to a proposal on the part of Idaho officials to help themselves to the free use of the Yellowstone Lake for the benefit of a comparatively few farmers. All the water which legitimately belongs in the Snake River water shed flows out of the park and can be impounded outside of the park, albeit, at some added expense for purchase of lands and perhaps for more costly construction. It would be better for the people of the United States to pay outright from the Federal Treasury for the purchase of lands and construction outside the park than to permit the destruction or modification of features which make the park what it is. Of course, it is possible that if the project were presented thus, standing completely on its own base, it would be at once apparent that it was not economically sound. If this is the case, we ought to know it now. Moreover, a report by the U. S. Bureau of Reclamation, made in June of 1935, declares that in the upper Snake River valley less than ⅓ of the existing diversions are actually consumed, and over ⅔ of all the water diverted serves no useful purpose. This would indicate that there are other remedies for lack of water which Idaho can put into effect at once with her own resources. Certainly we, the people of the United States, should not sell our park heritage for a mess of unpalatable pottage.

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Enter: Olympic National Park

Thirty-four years ago a bill was introduced into the 58th Congress to create the Elk National Park on the Olympic Peninsula in the State of Washington. In 1909, President Theodore Roosevelt signed a proclamation creating the Mount Olympus National Monument, comprising 608,640 acres, later whittled down to 298,730 acres.

The Wallgren bill, just passed by the 75th Congress, provides for a park of 634,000 acres and authorizes the President to add from the Olympic National Forest and any lands which may be acquired by the government by gift or purchase, provided that the total area of the park shall not exceed 892,292 acres.

Order Now!

Every member of the AP&CA and the NCSP received with the last quarterly, Part I of the Portfolio on the National Park and Monument System entitled "What Are National Parks?" containing 36 beautiful halftones of scenes in existing and proposed parks. Three other Parts will be ready for distribution early in July: Part II—Conservation of Nature; Part III—Preservation of History; Part IV—Facilities and Services. All readers who desire to possess this lovely Portfolio are asked to send $1.00 to headquarters for which they will receive the three Parts described above, encased in a decorative envelope, postpaid.

Princeton's New Civic Center*

A complete new "square" for Princeton, N. J., carved out of a dingy slum, has been partially completed. Thomas Stapleton, architect for the Princeton Municipal Improvement, Inc., estimated recently that the project is nearing the half-way mark, and that the tentative date of completion is 1940 or 1941.

Edgar Palmer, a member of the Princeton class of 1903, and donor of the stadium bearing his name, is president of the sponsor organization. The square will take its name after him.

Eleven of thirty planned buildings have been completed. stores include a moving picture theatre, hotel, central heating plant, They and apartments. When completed, Palmer Square will have cost $4,-500,000 and will be the largest collection of new buildings in the Colonial style outside Williamsburg, Va.

This development adds a new element to the typical small town plan in that order appears against the usual chaos of the main street formula. It demonstrates again that only by large-scale planning can a sound basis for architecture be established.

The long-considered improvement involved laying out an eight-acre landscaped civic center north of historic Nassau Street, along a 400-foot front. Much of the area was once occupied by Negro slums, the clearing of which was a necessary preliminary. The plan for the improvement sought to recapture the essential pictorial charm in a setting sufficiently elastic to allow for the easy incorporation of the forms and moods of progress.

A parallel between Williamsburg and Palmer Square is more obvious than accurate, as the former is an attempt at restoration, while Palmer Square is a new project, flanked by Princeton University's collegiate Gothic and the nondescript architecture of the town's business center. The choice of style was due to the predilection of Mr. Palmer and to the architect's interest in 18th-century American architecture.

The plan shows an equally traditional approach, with emphasis on buildings at the corners of the square and on the cross axis. A visitor entering Princeton westward along Nassau Street might enter the new area via the east border of a tree-lined park of 800 square feet which centers the new area as seen from the University.

The problem of the restoration of the old Nassau Inn was not an easy one. The new building and its interiors were designed to recall an earlier period and already have the convincing appearance of antiquity. The new Inn is in three principal sections, the central one of three stories of wood and stone. At one end is the supposed first addition, low and of stone, with outside shutters and a towering chimney. At the other end, the largest and most modern part was "added." It contains most of the 100 sleeping rooms and follows the style of the 1850's. The tavern provides accommoda-

*See illustrations this issue, also sketch of plan on back cover page.

tions and facilities for the townspeople as well as students and tourists.

North of the tavern, the theatre presents a contrast in styles. The entrance is framed in old-fashioned stone and gable-roofed, with two low wings following the same style. Behind, looming over the rest of the structure, is the bare exterior of the auditorium. Not the least attractive feature is the provision for parking on an adjacent lot.

Already completed besides the inn and the theatre, is a row of stores and apartments, including one small building inspired by the Betsy Ross "flag house" in Philadelphia. Among the scheduled additions are two dormitories, one for men and one for women hotel workers. The Princeton post office, built several years ago on land donated by Mr. Palmer to the Federal Government, is in the east-central part of the square.

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National Resources Committee Notes

Recent Publications

In accordance with a message on August 13, 1937, which returned Senate Joint Resolution No. 57 without Presidential approval, President Roosevelt on March 10, 1938, transmitted to the Congress a comprehensive plan for the conservation and development of the Nation's water resources prepared by the Water Resources Committee of the National Resources Committee. The plan is contained in the report "Drainage Basin Problems and Programs" (available from the Superintendent of Documents, Washington, D. C., for 65 cents a copy) which recommends a six-year construction and investigation program for the utilization and conservation of the Nation's water resources and a unified policy of water control and development.

In transmitting the report to the Congress, the President pointed out that:

> Our knowledge of the Nation's water resources and our ideas on their best use and control change rapidly in the light of new investigations and of dynamic economic conditions. Water plans should be flexible. The history of flood control plans for the alluvial valley of the Mississippi River affords many examples of plans, once considered comprehensive, which soon were replaced by others. Water plans should be revised annually.
>
> Changing public interest, first in navigation, then in irrigation, and then in flood control, water power or pollution, has produced a collection of unrelated water policies. The recommendations in this report define in broad strokes an *integrated* water policy for the country as a whole. Such a Federal water policy is needed.

The report is a revision and extension of the program for the country as a whole recommended by the Committee in 1937. It outlines the principal problems of water control and use in the 17 districts into which the various drainage basins of the country are grouped.

Work of review and revision was decentralized through the regional offices of the National Resources Committee. Forty-five Drainage Basin Committees considered the water problems and associated land

problems of their respective areas. Each committee included state and local representatives designated by the Governor or the Chairman of the State Planning Board and field representatives appointed by the Federal agencies chiefly concerned with the local water problems. The detailed reports of these Drainage Basin Committees will be published by the Committee at a later date.

The report includes lists of primarily Federal projects for a six-year period with a total cost of $891,091,000, of which $843,710,000 is for construction and $47,381,000 for investigation — approximately the same average annual expenditure for projects of these types during the last six years. Non-Federal projects, such as water supply and sewerage and pollution abatement, are not included in the Federal program, but the recommended program for six years involving approximately $560,000,000 for water supply and $660,000,000 for sewerage and pollution abatement again corresponds with average annual expenditures in recent years.

The flood-control program recommended in the report provides for the continuation of many projects already authorized or under way. The interlocking problems presented by the Ohio and Mississippi Rivers, however, are considered so complex in character and so far-reaching in their relationships to various unsolved problems of national policy that it is held unwise for Congress to authorize, at this time, any additional general flood-control plan for them. The Committee urges the early inauguration of comprehensive studies proposed.

The report recommends a series of suggested changes and reinforcement of reclamation policies. A special study of the basis of repayment is now in progress. The reclamation projects already authorized and started are estimated to cost over a period of years upwards of $600,000,000 to complete. The Water Resources Committee states that a general and comprehensive survey of the water resources and needs of the entire arid and semi-arid regions is needed to provide an effective basis for future planning and development.

Previous recommendations of the National Resources Committee that a national water policy be formulated and followed are renewed. On this question the Committee says in part: "A unified plan of water control and development, in contrast to a medley of unrelated projects, calls for an integrated Federal policy with respect to the various types of water problems in their interlocking relationships in contrast to a collection of more or less unrelated policies."

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Following the signing of a compact by Colorado, New Mexico, and Texas, which allocates the waters of the Rio Grande above Fort Quitman, the National Resources Committee has recently made public the report "The Rio Grande Joint Investigation in the Upper Rio Grande Basin" (available from the Superintendent of Documents, Washington, D. C., for $3.50 including maps) which served as a basis for the compact.

The report, which is Part VI in

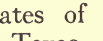
the series of the Committee's reports on Regional Planning, is in two volumes; one containing the text and the other supporting data, such as maps, diagrams, etc. Since the interstate compact is based on engineering facts no longer in dispute and appears satisfactory to the parties involved, favorable action is expected by the State legislatures and by the Congress, thus ending a controversy of long standing.

The investigation was undertaken at the request of the States of Colorado, New Mexico, and Texas, with the National Resources Committee serving as a channel for the organization of studies and surveys by appropriate Federal and state agencies. The States engaged in the controversy joined with one another and with the Federal Government in assembling the factual data essential to an equitable allocation of interstate waters. Three States and seven Federal agencies participated in the work.

The solution of the problems of the Upper Rio Grande, says the report, "requires a comprehensive and adequate basis of fundamental facts—facts which definitely establish the available and potential water supplies, the present uses of water, and the requirements for it. With these facts in hand, reliable estimates should be possible of future changes in the water supply due to such developments as storage in Colorado, the proposed transmountain diversions from the basin of the San Juan, and the ultimate irrigation in the Middle Rio Grande conservancy district.

"This report presents a basis of facts which it is hoped may prove adequate for the solution of these problems, to the end that the water resources of the Upper Rio Grande Basin may be put to maximum beneficial use and that all conflict of Federal, state and local interests may be permanently dispelled."

Part I of the report was prepared under the direction of a Consulting Board consisting of Harlan H. Barrows, *Chairman* and Frank Adams by Harlowe M. Stafford, engineer in charge.



The first meeting of the Northern Great Plains Committee was held under the auspices of the National Resources Committee in Bismarck, N. D., on April 18 and 19. Official representatives of the States of Montana, Nebraska, North Dakota, South Dakota and Wyoming met with representatives of the U. S. Departments of Agriculture, Interior and War, the Works Progress Administration and the National Resources Committee in order to plan for the organization of a permanent coördinating group for the area. About 50 persons attended the meeting.

The group recommended the organization of a permanent Regional Committee for the Northern Great Plains to be composed of one representative each from the Departments of Agriculture, Interior and War, and the Works Progress Administration and from the States of Montana, Nebraska, North Dakota, South Dakota and Wyoming. Also the group suggested procedure designed to promote closer Federal and state coördination with respect to programs for land and water use

in the area and recommended appropriate Federal, state and local lines of action.

State Planning Notes

Ike P. Taylor has been elected chairman of the Alaska Territorial Planning Council to replace B. Frank Heintzleman, recently resigned. John E. Pegues is now executive secretary for the Council while Dr. Hubert A. Bauer, formerly of the staff of the Oregon State Planning Board, has been appointed as consultant to the Council by the National Resources Committee.

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New members of the Arkansas State Planning Board include Charles L. Thompson of Little Rock, Donald Murray of Jonesboro and John F. Wells of Little Rock.

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George G. Gross and Alex B. Stewart are new members of the Florida State Planning Board.

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Virgil Simmons, Commissioner of the State Department of Conservation, Indianapolis, is the new chairman of the Indiana State Planning Board.

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Francis D. Friedlein is the new Executive-Secretary of the Maryland State Planning Commission, replacing Thomas F. Hubbard who has recently resigned.

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Professor O. B. Jesness, University of Minnesota, St. Paul, has been appointed chairman of the Minnesota State Planning Board.

New members of the North Dakota State Planning Board include Alex Rosen, Bismarck; Dr. F. C. Foley, State Geologist, Grand Forks; and M. J. Ryan, Grand Forks.

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Charles R. Bitting of Watch Hill is the new chairman of the Rhode Island State Planning Board and John V. Keily is the Secretary.

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The South Carolina legislature recently enacted legislation establishing the State Planning Board on a statutory basis. Previously the Board had served as a temporary group at the Governor's appointment.

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Headquarters of the Tennessee State Planning Commission are now located at 600 American Trust Building, Nashville.

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A law establishing the Virginia State Planning Board has recently been enacted by the Virginia Legislature. The Board previously served by reason of the Governor's appointment.

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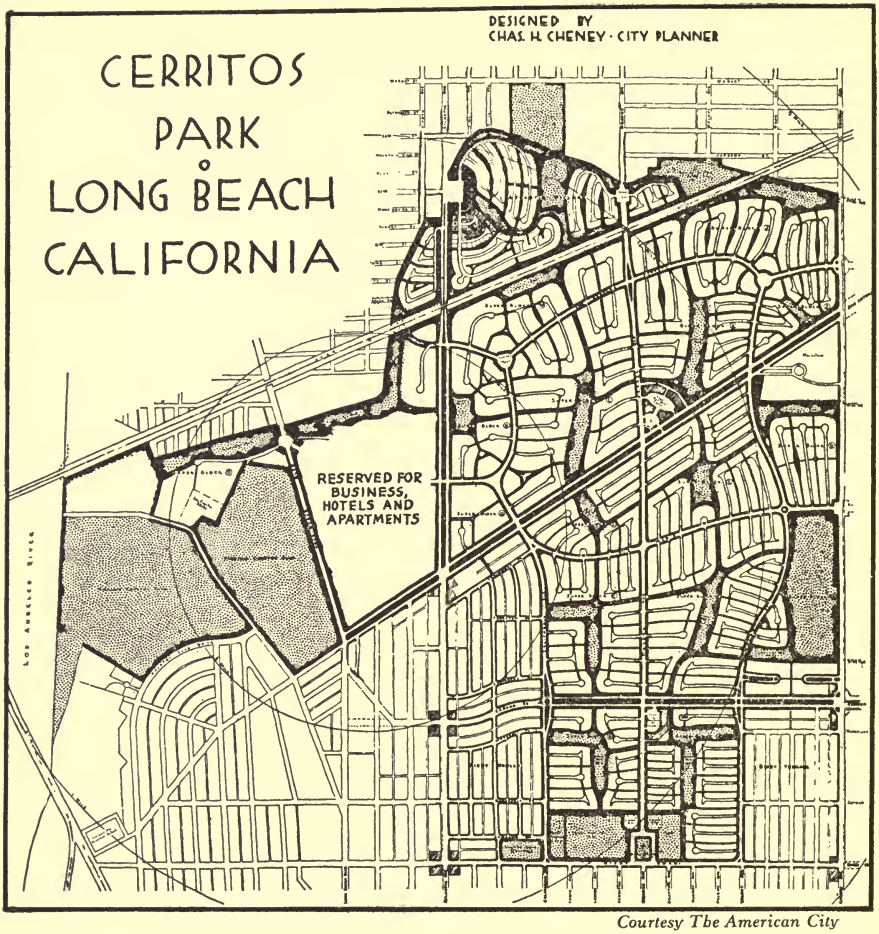
Charles D. Rosecrans is Chairman of the Hawaii Territorial Planning Board, and Joseph H. Kunesh of Honolulu, is director. The Board's headquarters are located at 4934 Mana Place, Honolulu. The new director and staff are preparing an outline of procedure for the Board to follow in compiling its major long-range public improvement program. A report will be presented to the Governor and Legislature in February, 1939.



Courtesy The American City

Cerritos Park, Long Beach, California

An interesting master plan proposed for the development of the 1,200-acre Cerritos Park area, Long Beach, California, has been designed by Charles H. Cheney.

Mr. Cheney states that this modern safety plan of dead-end or *cul de sac* streets, its large superblocks with sidewalks that are taken off motor-ways and safely and pleasantly led through the center community parks, continuously linked up around the whole area, together with the large lots and much greenery, should produce a better way of living. In this plan for the development of a residential neighborhood, old "horse and buggy" methods of subdividing are superseded by a practical, modern community design.

Each home will face upon a landscaped community park or walk instead of a public thoroughfare.

Zoning Round Table

Conducted by EDWARD M. BASSETT

EDITOR'S NOTE.—We are pleased to present for comment and discussion the following correspondence between Mr. Bassett and Mr. James M. Brittain of Philadelphia on the subject of regulating the keeping of dogs in cities.

DOGS

LAW OFFICES
MACCOY, BRITTAIN, EVANS & LEWIS
1000 PROVIDENT TRUST BLDG.
PHILADELPHIA

April 21, 1938

EDWARD M. BASSETT, ESQ.,
Woolworth Building, 233 Broadway,
New York, N. Y.

Dear Mr. Bassett: From time to time the question arises in Lower Merion Township as to whether a property owner who has a dog kennel on his property in a residential district is violating the Zoning Ordinance. The cases vary somewhat in their facts but as a rule the typical situation is where a property owner has an outside building and runways for perhaps four or five dogs, and in addition there is the fact that from time to time dogs are bred and puppies are sold. In the typical situation you could not properly say that a regular business of selling dogs was being carried on.

I am anxious to find some definite solution to these problems because in the past when they arise it has involved a lot of correspondence and investigation and what is particularly objectionable to me is that most of these situations arise not so much because anyone objects to a violation of the Zoning Ordinance as they object to the fact that the dogs bark and otherwise annoy the neighbors. My position has been that under such circumstances the neighbors ought to be made to invoke the aid of a Court of Equity if the keeping of dogs constitutes a nuisance, but at the same time if there is a violation of the Zoning Ordinance the Township would have to recognize it.

I thought that perhaps this question may have arisen in other places and that you might have in mind some solution. I was wondering if it would be possible to say that the keeping of a number of dogs in excess of a specified number would not be permissible unless the Board of Adjustment would grant a special exception. If you have any thoughts or if you know of any ordinances dealing with the question, I shall be obliged if you will let us know.

Yours very truly,
JAMES M. BRITTAIN.

April 26, 1938

JAMES M. BRITTAIN, ESQ.,
1000 Provident Trust Bldg.,
Philadelphia, Pa.

Dear Mr. Brittain: Yours of April 21st received. It concerns the keeping of dogs.

Your Town Board would undoubtedly have the power to exclude from a residence district the keeping of more than (say) five dogs. The trouble would be that a small house would have too many dogs if it had four or five and a large estate, perhaps of a hundred acres with one or two tenant houses, might properly keep five or six dogs.

Usually the regulations for residence districts do not mention dogs. The keeping of a few dogs is a customary incidental use. In such an incidental use it is not improper to sell the puppies. It is not difficult to ascertain what constitutes an incidental use. If a man has a large number of kennels, puts out signs for the sale of dogs and carries on the business of raising and selling dogs, this is a principal and not an incidental use. The question now arises whether the property owner can in a residence district in your town conduct a dog farm or is he limited to the incidental keeping of a few dogs.

I think your ordinance allows farms in the residence district. Farms was a bad word to use because it turned out that it probably includes all kinds of animal farms like chicken farms, duck farms, fox farms, stud farms and dog farms. In Long Island especially some of these animal farms like duck farms are very objectionable. For a time I advised the use of agriculture instead of farming among the permitted uses in residence districts. Later we discovered that at least half the dictionaries include animal raising under agriculture. On this account I have latterly advised the use of the words "tilling of the soil" in the place of farming or agriculture.

If you should change your ordinance so that it will omit farming under the regulations of residence districts and insert tilling of the soil, then a new dog farm cannot be started. The owner is limited to the incidental use, namely, keeping one or two dogs according to the size of his house and grounds.

For myself I like the last method best because the courts will always help you out on incidental uses. It is not difficult for the court on the production of evidence to decide what is a business and what is merely incidental. If, however, you place these things in your ordinance as prohibited uses you will have to specify a number for horses, cows, chickens, ducks, foxes, rabbits, dogs and cats and no one can tell how many other animals, perhaps making a different regulation for each animal. I do not know of any ordinance in the United States that does this.

Singularly enough not many of these cases where the question turns on zoning have found their way into the courts. Boards of appeals have had much to do with dogs and other animals, likewise town boards and building commissioners.

Here are some cases.

In view of the general scope of the term "farm," meaning any tract of land used for raising crops or rearing animals, "farm laborers" and "ranch laborers" are synonymous.

Gordon v. Buster, 113 Tex. 382, 257 S. W. 220 (1923).

An 18-acre chicken farm is allowable as a principal use under the term "farm."

Winship v. Inspector of Buildings of Town of Wakefield, 274 Mass. 380, 174 N. E. 476 (1931).

A chicken farm was prevented under the word "farm."

Chudnov v. Board of Appeals of Bloomfield, 113 Conn. 49, 154 Atl. 161 (1931).

Yours very truly,

EDWARD M. BASSETT.

Thoughts on Recreation Inspired by the National Park Conference

At a recent meeting of park men in Washington, a topic for discussion pro and con was whether provision should be made for recreation in our national and state parks. One was reminded of the question of a hostess, "Will you have some Fromage de Brie cheese?" Isn't visiting a park recreation in itself?

Webster defines recreation: "— refreshment of the strength and spirits after toil; diversion." In other words, recreation is that activity which we choose for relaxation or for getting away from routine occupation.

Playing ball is no relaxation to the professional ball player, but it is to the office man and any other worker who enjoys playing ball. This may be said for hundreds of other games, or other means of pleasurable pursuits.

The same type of recreation does not suit everybody. Some have hobbies that require strenuous physical exertion, others expend great mental effort to attain their pleasure and a certain number find their recreation in ardent spiritual reverie.

I know a busy physician whose hours for relaxation are spent in reading stirring detective stories; an insurance man whose pleasure is gained reading books pertaining to philosophy; a housekeeper who in her leisure hours writes verse; a business man whose diversion is tinkering with machinery; an editor who longs for spring and summer that he may exchange his business suit for overalls and go to his back yard.

There are thousands of cases which might be cited where the mental attitude toward activity makes that activity either work or play. Some exercise might produce the keenest pleasure at one time and, at another, the feeling of drudgery.

In providing for recreational areas in national and state parks, park men should not forget that visiting a park is recreation in itself. Let park visitors enjoy hiking and riding and thus learn, should they not know, how much contentment, inspiration and real joy one may derive from communing with nature. It seems reasonable that the topography of recreational centers should not be disturbed more than is absolutely necessary for the convenience, protection and comfort of visitors.

If facilities must be furnished for outdoor sports to entertain park workers and vacationists, an amusement area should be selected which would not interfere with guests requiring no such outlets for additional diversion. Amusement areas should be so located as not to destroy or damage scenic beauty spots.

Although there seems to be little difference between the terms "recreation" and "amusement" there is a fine distinction, just as there is between the terms "pleasure" and "happiness."

Let us hope that our parks never will be cluttered with artificial means of amusing guests. The purposes of creating parks are to preserve wild life, save as much as is still possible of primeval scenic beauty, give men and women an opportunity to contemplate and commune with the wonders of the earth and make them "park conscious."

Parkways, Highways and Roadside Control

The latest formula for parkways is also the last word in government coöperation. The land for these "elongated parks" will be acquired by the States and turned over to the national government. Design and landscaping will be by the National Park Service and construction by the U. S. Bureau of Public Roads.

Up to 1935 counties and metropolitan regions were the parkway builders. Their achievements, though few, have been notable, but the latest thing in parkways promises to be magnificent. The Blue Ridge Parkway, five hundred miles from the Shenandoah Mountains in northwestern Virginia to the Great Smokies in North Carolina and Tennessee, the Natchez Trace, five hundred miles from Nashville, Tennessee to Natchez, Mississippi, Andrew Jackson's route to New Orleans, were just a few years ago rather dazzling visions of the National Park Service. Now Congress has approved these measures, much of the land has been acquired under the authorization of the legislatures of Virginia, North Carolina, Tennessee and Mississippi, and the Skyline Drive along the crest of the Blue Ridge Mountains has become one of the most popular scenic drives in America.

The design of the National Park Service requires a right-of-way of 100 acres a mile or an average width of 800 feet, plus 50 acres a mile for rights in land which will guarantee the full enjoyment of the rural scene. Entrances and exits will be limited in number and their location and design controlled by the national government. Access by private roads will be practically eliminated. There will be no frontage on private land for commercial purposes. Filling stations, inns, restaurants, all the business which caters to the traveling public will be on park land, the buildings designed and their operation controlled by the National Park Service. All outdoor advertising will be banished and such signs as are allowed will fit into the design of the structures. This is the ultimate in roadside control.

Parkways will be the preferred tourist routes. The experience with county parkways and the unquestioned success of the Skyline Drive make this a safe prediction. The National Park Service has already planned for an extension northward of the Blue Ridge Parkway to tap Pennsylvania, New York and tourist New England. Parkways through the scenic areas of America are sound economic ventures for the partnership of State and Nation.

The effect of these recreational routes will be far reaching on the other highways of the Nation. They will revolutionize state highway policies. The precedents established in the new parkway legislation in the southern States will pave the way for new legislative concepts in highway building and highway protection. Freeways or limited access highways will be built through undeveloped land, and highway commissions will be given the authority to designate portions of existing highways as limited access ways. If

wider rights-of-way and the limited access principle are insufficient to control the nuisance of outdoor advertising, additional protection will be provided by a simple but comprehensive regulation: "There shall be no outdoor advertising device within five hundred feet of any parkway, freeway or limited access highway." The preferred use of parkways and limited access highways by the tourist travel will greatly lessen the value of other highways as locations for outdoor advertising, for the signs follow travel volume.

The protection of human lives, the conservation of the investment of public money in the roads and the preservation of rural America dictate a fundamental change in highway policies. This change may be a slow and painful evolution, but it may come more suddenly than any of us expect. Rural zoning, whether by town or county ordinance, will play an important role by regulating the use of land before the highway is built. Where counties and towns are slow in the performance of their duty, a roadside protective area will be established under state law.

Roadside control of the main travel routes of the country may well be perfectly realized in the next fifty years by parkways for scenic areas and by limited access roads which will concentrate roadside business and banish outdoor advertising from the rural scene.

FLAVEL SHURTLEFF, New York City

Planning Notes

Pictures and Public Opinion.

Life joins the magazines which find a popular appeal in planning, using pictures and captions from Lewis Mumford's book "The Culture of Cities" in the issue of May 20.

The May 27 *New York Daily Mirror*, a tabloid seldom thought of as a medium for advancing our causes, in an editorial "Only Man Can Mar a Tree," uses a Packer cartoon and the Ogden Nash parody to express its conviction that "no billboard should be placed where it will keep you from seeing anything more beautiful than a billboard." . . . . . "If big companies still want to advertise products along roadsides, let them lay out a garden and put a dignified sign in the middle, Courtesy of ————. That kind of salesmanship would 'win friends and influence people.' "

Roadside Development in New Hampshire will be studied by an advisory committee to the State Planning and Development Commission made up of representatives of the following organizations and interests: Outdoor Advertising, New Hampshire (Roadside) Cabin Owners Association, N. H. Hotel Association, N. H. Petroleum Industries Committee, the Legislature, State Highway Department, State Motor Vehicle Department, State Federation of Women's Clubs, State Federation of Garden Clubs, and regional development associations.

This is an ambitious attempt, which deserves success, to gather around the conference table the many different points of view of roadside advertising. The Committee is most fortunate in having for its impartial chairman, Dr. H. L. Sawyer, President of Colby Junior College.

Maine Chapter

Serving as general adviser to town zoning committees, furnishing speakers for a mass meeting in Kennebunkport and holding a statewide conference on June 15th are the chief items in the May-June program. Maine communities are being roused to the need of protecting their great asset in tourist travel and to the value of zoning in preventing further misuse of highway frontage.

Oregon Roadside Reports

The Oregon State Planning Board has published two reports, one from its Advisory Committee on Roadside Protection, "A Program for Protection of Oregon Roadsides"; and "Preservation of Oregon Roadside Timber," by the Special Advisory Committee on Roadside Timber Preservation. Both studies are novel undertakings and offer plans and recommendations for the solution of the State's problems in preserving its natural outdoor beauty.

The New Jersey Billboard Law Under Fire.

Contending forces locked horns in the last days of the New Jersey legislature in a hearing on the repeal of the billboard law and a substitute measure proposed by the outdoor advertising interests. There had been a sincere attempt both on the part of the outdoor advertising industry and on the part of the groups who opposed advertising on the highways, to compromise their naturally divergent views. The present law in New Jersey is chiefly noteworthy for a tax of three cents a square foot on all outdoor advertising devices. The New Jersey Roadside Council in conference with the advertising industry was ready to accept a greatly reduced tax on condition that some workable definition of a rural area from which advertising would be excluded could be arrived at. Both sides were ready to leave the determination of rural areas to the State Planning Board, but this was thoroughly objectionable to the State Tax Commissioner who administers the billboard law.

The New Jersey Roadside Council and other groups contended that the definition of a rural area as proposed by the outdoor advertising industry, "Those sections of the highway in which for a distance of not less than one-half mile there shall be no building or structure devoted to business purposes" was not fair to the people of New Jersey who paid for the roads and to the travelers on the highway who wanted to enjoy them, and that, for lack of an adequate definition of protected areas, the number and size of advertising signs could be controlled only by a graded tax based on the space used for advertising. The legislature adjourned on June 8, without action on the proposal of the outdoor advertising industry, and the New Jersey billboard law remains intact for the present. FLAVEL SHURTLEFF, New York City

Kellett, Rieble Studios

The broad expanse of waterfront of Saint Paul, co-host with Minneapolis to the Joint National Planning Conference, June 20–22, 1938

Courtesy St. Paul City Planning Board

PALMER SQUARE
PRINCETON, N. J

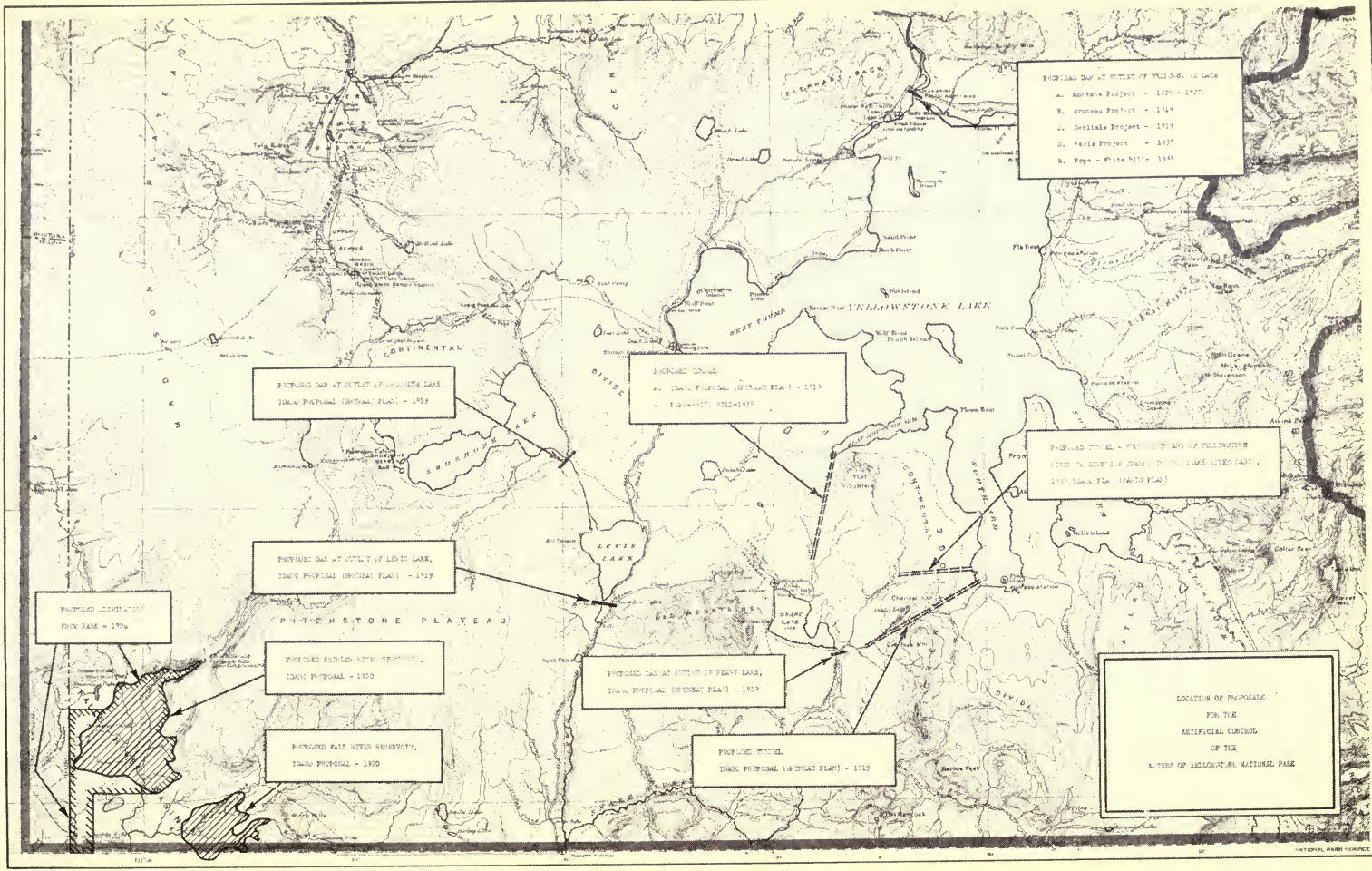
LEFT. Entrance to the Nassau Tavern, which replaces the old Nassau Inn. Over the main door hangs a sign, designed by Norman Rockwell, inscribed "1756–1937."

BELOW. A completed section of the Square. Facades have been varied considerably, but uniformity of effect has been maintained by control of roof lines and by repetition of more or less standard shop windows.

See back cover page for sketch of general plan

The playhouse is a combination of a correctly Colonial ticket booth and a modern lobby and auditorium, a contrast in styles blended so as to eliminate dissonance

All cuts courtesy The Architectural Forum


PROPOSED DAM AT OUTLET OF YELLOWSTONE LAKE
A. Montana Project - 1920 - 1927
B. Montana Project - 1924
C. Berthiaume Project - 1919
D. Davis Project - 1937
E. Pope - White Mill - 1941
YELLOWSTONE LAKE
CONTINENTAL DIVIDE
PROPOSED DAM AT OUTLET OF SHOSHONE LAKE, IDAHO PROPOSAL (ENGINEERS PLAN) - 1919
PROPOSED TUNNEL
A. IDAHO PROPOSAL (ENGINEERS PLAN) - 1919
B. PLENTYWHITE MILL-1941
PROPOSED DAM AT OUTLET OF LEWIS LAKE, IDAHO PROPOSAL (ENGINEERS PLAN) - 1919
PITCHSTONE PLATEAU
PROPOSED DAM AT OUTLET OF GRANT LAKE, IDAHO PROPOSAL (ENGINEERS PLAN) - 1919
PROPOSED TUNNEL IDAHO PROPOSAL (ENGINEERS PLAN) - 1919
PROPOSED FALL RIVER RESERVOIR, IDAHO PROPOSAL - 1920
LOCATION OF PROPOSALS FOR THE ARTIFICIAL CONTROL OF THE WATERS OF YELLOWSTONE NATIONAL PARK
NATIONAL PARK SERVICE

State Park Notes

North Dakota.

Russell Reid, Secretary of the State Park Committee of the State Historical Society of North Dakota, reports that the park areas of that State have been reclassified.

Under the reclassification, North Dakota has six areas which are designated as state parks, seven recreational parks, and thirty-four historic sites.

The state parks are large areas of state-wide interest, which have recreational features, and may contain historic sites; the recreational parks are those areas established primarily for their adaptability to recreational use; and the historic sites are areas which have been set aside because of their importance historically.

The State Park Committee was assisted in its task by the Park, Parkway and Recreational - Area Study personnel of the National Park Service.

Virginia.

The state parks of Virginia were opened for the 1938 season on May 1. These areas, which include many of the State's most outstanding scenic possessions, were visited by 218,000 persons last year, and the State Conservation Commission expects to entertain much larger crowds during the present season.

Outdoor activities which may be enjoyed at these areas are boating, fishing, swimming, hiking, picnicking, and camping. All of the parks have completely equipped and furnished cabins, and two of them—Douthat and Hungry Mother—have lodges to accommodate overnight visitors.

Complete information regarding these areas, the accommodations and facilities available in them, is contained in an attractive, illustrated pamphlet entitled "Virginia's State Parks," obtainable from the Virginia Conservation Commission.

Missouri.

On November 15, 1937, Mr. Irwin T. Bode, who for the past two years has been in charge of the Coöperative Wildlife Research Units of the Bureau of Biological Survey, became Director of the Missouri Conservation Commission and, ex-officio, Director of the State Park Board.

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Three of Missouri's state parks—Bennett Spring, Roaring River, and Montauk—were opened March 1, to coincide with the opening of the 1938 trout fishing season.

Overnight accommodations at these areas include a hotel at Roaring River, dining lodge and cabins

at Bennett Spring, and cabins at Montauk. Overnight accommodations are also available at Big Spring, Alley Spring, Sam A. Baker, Meramec, and Big Lake State parks.

Missouri's twenty-four state parks and refuges offer opportunities for picnicking, hiking, and nature study, as well as fishing; facilities for camping are available at all of them except Indian Trail, Deer Run, Chesapeake, and Sequiota.

WISCONSIN.

Mr. C. L. Harrington, State Superintendent of Forests and Parks, reports that 1,249,522 people visited the 15 more popular state parks of Wisconsin during 1937. Of this number, 22,611 were campers who occupied 4,475 tents and 1,746 trailers.

Devil's Lake state park had the largest number of visitors with 375,626, and Pattison state park was second with 215,711.

MISSISSIPPI.

Mississippi's State Park Director, J. H. Fortenberry, reports the recent acquisition of 230 acres of forest land on the Gulf Coast near Ocean Springs, and an addition of 210 acres to Percy Quin state park near McComb.

The Ocean Springs area is near the Old Spanish Trail, has excellent beach frontage, inland lakes and bayous, second growth longleaf pine, stately live oaks, and exquisite magnolias. Its development for state park purposes will be undertaken by a Civilian Conservation Corps camp under the technical supervision of the National Park Service. Plans for the development of the addition to Percy Quin contemplate provision of facilities for group camping.

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When attendance figures for 1937 were compiled, it was found that approximately 42,000 visitors were entertained at LeRoy Percy and Legion State Parks, and that approximately 30,000 people visited the seven parks in Mississippi which were not open for public use. It is expected that six of the State's areas will be open during the 1938 season.

NEW YORK.

The name of Enfield Glen State Park has been changed to Robert H. Treman State Park by a recent act of the New York Legislature.

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Mr. L. L. Huttleston has been appointed executive secretary and chief engineer of the Central New York State Parks Commission.

OHIO.

The October, 1937, issue of the *Ohio Forest News* is devoted to the John Bryan Forest Park, which was bequeathed to the State of Ohio on the following terms:

"I, John Bryan, of Ohio, born in Auglaize County, near Uniopolis, Ohio, my parents having been John Bryan and Minerva Besse Bryan, in order to perpetuate some of my own wishes and to promote the welfare of some persons who survive after I am dead, do make and declare this my last will and testament:

"My 'Riverside Farm' consisting of 500 acres, more or less, situated southeast from and near Yellow Springs, Ohio, I give and bequeath

to the State of Ohio, conditioned that said farm be cultivated by the State as a Forestry, Botanic and Wild Animal Reserve Park and Experiment Station, and call it after my full name, 'The John Bryan Natural History Reserve' and conditioned further, that my body and my wife's body shall never be disturbed nor the tombs molested if I or she should be buried on said Reserve, and it is further conditioned that the State of Ohio, shall not allow or establish any religious institution on said Reserve, nor allow any religious public worship to be practiced or promulgated on said Reserve, nor shall the State exclude from said Reserve well-behaved people of any race or color in the world. . . ."

The peculiar religious restriction was responsible for a bitter conflict. Three Governors refused to accept the bequest, and in December, 1924, when the last veto was overridden by the Legislature, the Attorney-General sought an injunction to prevent its acceptance. The injunction was refused on the ground that no sect could acquire exclusive use of public lands and that incidental acts of worship performed by individuals would not be a violation of this condition.

In 1925, the area became the first Forest Park in that section of Ohio.

PENNSYLVANIA.

The Pennsylvania Federation of Women's Clubs, the Scranton Kiwanis Club, and many individuals have become interested in the preservation and care of two glacial potholes in Lackawanna County, Pennsylvania, which are said to be the largest of their kind in the world.

It is hoped they can be protected and made available to the public as the central feature of a state or county park.

The potholes are described in scientific detail in the February, 1938, bulletin of the Pennsylvania Department of Internal Affairs.

ARKANSAS.

The nine Arkansas state parks are interestingly described in an attractive illustrated folder recently published by the Arkansas State Park Commission.

Petit Jean and Devil's Den State Parks are of particular interest to students of nature, because of their unusual rock formations.

WEST VIRGINIA.

Four of West Virginia's ten state parks were opened to the public for the 1938 season on May 28.

Completely equipped vacationists' cabins are available at Watoga, Cacapon, Babcock, and Lost River State Parks. Among the recreation activities which may be enjoyed at these areas are hiking, horseback riding, fishing, swimming, picnicking, and boating.

The other parks in the State are not as yet fully developed, but visitors are welcome.

Mr. Linn Wilson has been appointed to fill the position of Chief of the Division of State Parks of the West Virginia Conservation Commission, which was left vacant by the recent death of Mr. T. M. Cheek.

IRMINE B. KENNEDY

The Forgotten Man

By ROBERTS MANN
Superintendent of Maintenance, Forest Preserve District of Cook County

"THE Recreational field more than any other—whether in parks or forests, and whether it be national, state or municipal—involves a synthesis of ideas and of conflicting uses or needs."

My mentor in elaborating this thesis went on to demonstrate that the successful plan, the design, and the administration of a recreational area need not be a compromise, but should represent the study and the coördinated thought of the landscape architect, the engineer, the forester and the wildlife technician. So far so good, but he forgot or omitted the fifth man, the maintenance man.

For four years now, the maintenance man has been forgotten save by a few. The problem of maintenance begins to loom up in threatening proportions and the man who has to cope with it assumes increasing importance. Two axioms appear: First, good maintenance men are too few and far between; second, the maintenance man should be given a voice in the design of recreational areas.

Good operators, like good landscape architects, good engineers, or managing wives, are born that way. They must have a particular type of mind. But they must also have the training to develop that mind, and in the past that could be gained only by catholic experience plus the often bitter lesson of "cut and try." There is genuine need for schools of training designed to fit young men for the administration of recreational areas. There is need of university training in landscape and recreational management, similar to that given in the New York State College of Forestry at Syracuse University, leading to an academic degree representing a knowledge of the fundamentals of landscape architecture, civil engineering, forestry, entomology, and park administration and maintenance. There is need for the subsidy by scholarships or other endowment to provide graduate study for students of exceptional promise and for outstanding men who have been in the field long enough to recognize their deficiencies in training. There is even greater need for winter short courses, whether at universities or other regional centers, for non-college men proved interested and of promise in some particular phase of the operation or construction of recreational areas. In CCC and WPA, for instance, there have been discovered hundreds of men having great potential value to park and forest operations. The present trend of the public demand for recreation can be met only by providing training of the three classes of men for the field.

When it comes to the inclusion of the maintenance man in conferences to discuss a design for a specific area, there is considerable prejudice to be overcome. There is always that latent antagonism between the office and the field forces—between the designer, the construction man, and the fellow who is going to operate the finished job. If the maintenance

man has no special training, his antagonisms are fed perhaps by an inferiority complex. He respects and envies the professional knowledge but he scoffs at the landscape architect as being a visionary, impractical esthete and growls at the engineer for being exactly the reverse.

There is a modicum of truth in both contentions. It has been difficult to persuade the engineer to subordinate his work to landscape requirements and to get him away from uncompromising structures of rigid utilitarian lines that can be neither hidden nor blended into the landscape. But he knows his stresses and he knows his drainage, and he knows how to draw a plan with specifications on which anybody can bid and build.

The landscape architect is just as bad when there are no strings on him. He deals with masses, lines, texture and color. He is striving for beauty, and beauty is an indefinable, delicate thing. He would prefer to create by experiment rather than by plans, as a sculptor molds and scrapes his clay. If the public does not follow a too curvilinear walk he would plant shrubs until they do follow it. The extra operations involved and the difficulties of mowing around the irregular plantings are matters for the maintenance man to worry about. The idiosyncrasies and crass stupidities encountered in the public are likewise problems apt to be ignored.

The maintenance man, of the three, needs the most restraint, of course, particularly if an untrained man. Paradoxically he wants too many structures and too many facilities. He is too close to the public with its myriad demands and its exasperating destructiveness. He cannot see the park for the people. He needs both restraint and guidance. But he is a realist. He has to be. He is in constant, intimate contact with the public, the weather, and an anemic budget. But by the same token he has a wealth of practical knowledge, particularly as to details, that should be translated into the plans for a recreational area if it is to be workable and give the maximum satisfaction to the public.

The engineer can learn from the maintenance man. In these days of widespread construction by relief labor, WPA and CCC, with limitations on expenditures for materials which promote the utilization of salvaged or low-cost materials, there is too much hasty planning and too little thought of future maintenance costs. The fact that tax revenues have greatly diminished while public use has greatly increased, due to more leisure time and an amazing trend toward outdoor sports, renders impermanent construction the more inexcusable.

Not only will the general plan and the design of an improvement benefit from the scrutiny of the maintenance man, but also its future operation. By his very inclusion in such conferences he learns more of the why's and wherefore's, of the reasons for this and that, and feels that he has had a part in the final decisions. He will regard the completed job with a more intelligent eye and give it better care.

Bring him in—this forgotten man —into that charmed circle he facetiously calls "the brains." You have everything to gain and nothing to lose.

South Carolina State Park System

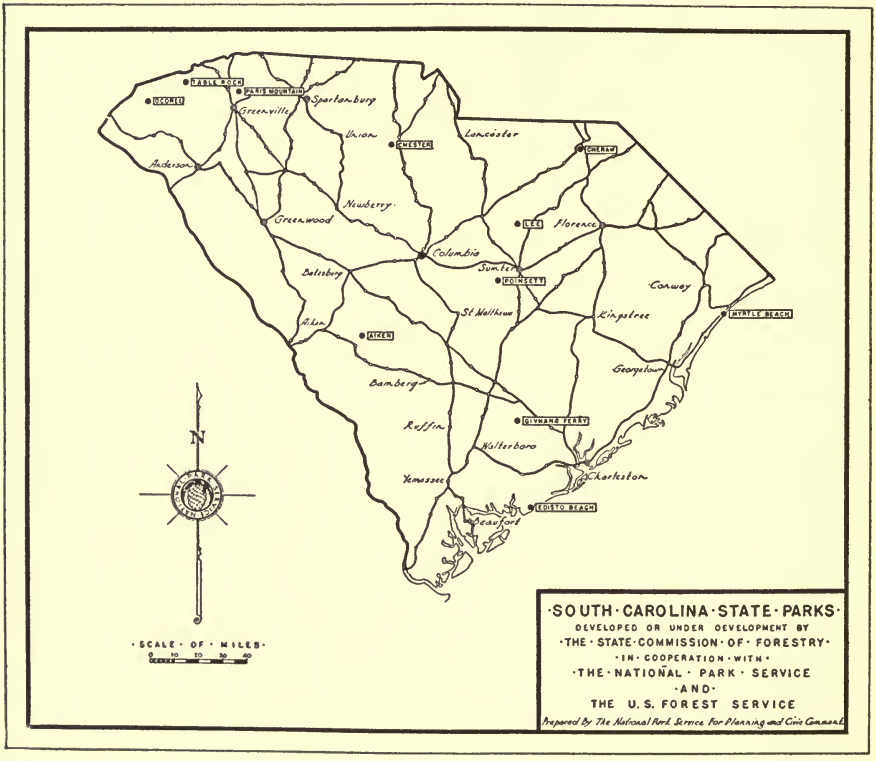
By HUGH R. AUTREY, Associate Recreational Planner

FOUR years ago South Carolina, like six of her sister States, possessed no state park properties specifically set aside as physical and mental breathing-places for her 1,800,000 citizens.

South Carolina was alert in recognizing and seizing the opportunity presented to her in 1933 when, upon creation of the Civilian Conservation Corps, the man-power was made available for adapting her lands to the recreational use of the general public.

Today, from the beaches of the Atlantic, through the sand hills to the Piedmont and onward to the mountains of the west, a great chain of 11 state parks is in daily use as striking evidence of the work already accomplished coöperatively by the South Carolina State Commission of Forestry with the National Park Service, the United States Forest Service and other agencies.

Donated by persons and business firms of Chesterfield County and the town of Cheraw, a new playground known as Cheraw State Park was established March 22, 1934, as the first unit in a recreational system destined to evolve rapidly as various



cities, counties and individuals joined hands in the movement to provide suitable lands for public use.

Four other state parks, Poinsett, a gift of Sumter County; Myrtle Beach, given by Myrtle Beach Farms, Inc.; Givhans Ferry, donated by the City of Charleston, and Aiken, provided by Aiken County, all were added during 1934.

Six more areas became a part of the chain in 1935. They were Edisto Beach, given by Edisto Beach, Inc.; Lee State Park, the gift of Lee County; Paris Mountain, from the City of Greenville; Table Rock, from Peckins County and the City of Greenville; Chester, donated by Chester County, and finally, on July 29 two years ago, Oconee, provided by Oconee County, became the eleventh of the parks.

As the work expanded the Commission of Forestry, headed by H. A. Smith as state forester, felt the need for a special branch of its organization to direct activities and accordingly created, early in 1937, a division of State Parks, in charge of R. A. Walker, of Summerville, S. C.

Notable State Park Conference at Norris, Tenn.

The charming environment of Norris, Tennessee, was the setting of the outstandingly notable 18th Conference of the National Conference on State Parks, held May 11–14 and attended by about 150 delegates from 26 States. Arrangements were in charge of Sam F. Brewster, Commissioner of Conservation, Tennessee. Three well-filled days of sessions were varied by field trips, including a boat trip on TVA's Norris Lake, a trip to Big Ridge Park, and to the Great Smoky Mountains National Park.

Through the courtesy of the Forest Preserve District of Cook County, Illinois, Roberts Mann had made a study for Dean Coulter's Conference Committee on Academic Training. Mr. Mann presented a notable program of education in landscape management. Mimeographed copies are available on application at Conference headquarters. The afternoon session in Big Ridge Park, brilliantly presided over by Editor Tom Wallace, was voted by the veteran Conference attendants as the most interesting and entertaining single session ever sponsored by the Conference. Those who contributed were: S. Herbert Hare, A. H. Good, D. N. Graves, Charles C. Estes, James F. Evans, Harold W. Lathrop, and Paul V. Brown.

The concluding dinner was especially noteworthy, having as principal speakers, Gordon Browning, Governor of Tennessee, and Arno B. Cammerer, Director of the National Park Service. Col. Richard Lieber, President of the Conference, presided, and Howard B. Bloomer, former President, acted as toastmaster.

The present officers were re-elected for the ensuing year. The new Board of Directors is listed on the inside cover page of this quarterly. It was voted to hold the next Conference in Minnesota, with headquarters at Itasca State Park.

Cedar Springs Place Housing Project

DALLAS, TEXAS

The Texas Planning Board, at its second annual conference in Dallas, Texas, in March, 1938, expressed keen concern in regard to Texas housing projects. To date, Cedar Springs Place in Dallas is the only housing project of its type in the State.

It was constructed by the Housing Division of the Public Works Administration and sponsored by the Dallas Advisory Committee. This Committee is composed of civic leaders in the community who have taken an active interest in the project. City officials of Dallas have shown definite interest from the start and have contributed paving, storm sewer, sanitary services, street lights, schools, police, fire and garbage service to the project. The Dallas newspapers have also given the project generous publicity and their coöperation has been most valuable.

The development of Cedar Springs Place consists of twelve 2-story apartment buildings and sixteen 1-story group houses, comprising 181 apartments, 598 rooms, at a cost of $892,900.

All material and equipment was chosen for proven durability. The 60-year amortization period of the Government loan of 55% of the housing value and 3½% interest, makes it necessary to build houses that will last 60 years. The construction of Cedar Springs Place, while simple in design, will insure a long and serviceable life at a minimum expense in maintenance and repair. Less than one-fifth of the ground area of 16 acres is used for building. The remainder is devoted to attractively landscaped lawns and gardens and provides play spaces in different locations which are equipped with slides, swings and sand boxes, where children can play in safety, protected from street hazards.

On September 13, 1937, formal applications were taken and the work of tenant selection started. From the very beginning, the need and demand for decent low-rent housing was clearly evidenced by the 700 applications already on file at the time tenant selection was begun. To date, approximately 1800 applications have been made for the 181 apartments.

The George–Healey Act states that no one with income of more than five times the rent can be considered. Families earning up to five times the cost of the rent of the type apartments applied for were eligible for consideration. The monthly rent includes all utilities, steam heat, gas for cooking, lights and water, and electric refrigeration. As the management must be sure that tenants can pay the rent, families earning less than three times the rent cannot be considered. Otherwise, they might not be able to meet complete living expenses, such as food and clothing, in addition to rent.

Tenant statistics at the present time record:

600 people, 245 children of all ages, $1226 average income per family per year.

Type of employment: 50% so-called white collar—such as clerical, stenographer, accountants; 50% workers—such

as milk men, mechanics, mill workers, painters, electricians, engineer, bus and truck drivers.

The social life of the tenants of Cedar Springs Place is not regulated. Organizations have been perfected, such as: pre-school group—which makes a study of the pre-school child, Boy Scout work, mothers' club, educational programs, athletic clubs for both men and women, kindergarten—maintained by the tenants, toy loan library, and consumers' co-operative.

People are beginning to realize the importance of city planning just as they are beginning to realize that we must work together in every way. Practical city planning seeks simply to produce a workable, livable city which will provide the greatest benefit to the greatest number. Texas is beginning to realize "an adequate solution of the housing problem is the foundation of all social progress."

SALLIE L. HANNA, Dallas, Texas

Eradication of Dutch Elm Disease

Flanking avenues of cities throughout the United States, adorning their parkways and shading their homes, are 25,000,000 elm trees. According to a recent Department of Agriculture census, these and the vast number of other elms in rural and forest areas of lesser ornamental or sentimental value, represent a national investment of at least $750,000,000—or about $30 for each tree.

Until recently, this has been considered a safe investment, and reasonably permanent. That dread malady, the Dutch Elm disease, discovered in Holland in 1919, has already scourged to extinction the elms of Europe, spanned the Atlantic and caused to be destroyed close to 4,000,000 of our elms in this country. For the present, this virulent disease is largely confined to an 8,200-square-mile area within the States of New York, New Jersey, and Connecticut.

Outside the present area of heaviest infection, its greatest threat to elms yet untouched by the disease and at the same time its greatest ally, is the complacent attitude of the public in regard to the Government's continuing campaign against this fungus. Already the public has countenanced the expenditure through Federal channels of $12,000,000 in the program; and, if proponents of the eradication campaign are right, a further $15,000,000, spread over the next five years, will be asked for in order to wipe out the last vestiges of the disease from the United States.

Thanks to a recent allotment of funds made available by order of the President, this work is assured until the end of June. Thereafter, if the work is to be continued, new appropriations must be made by Congress. The Agricultural Appropriation Bill carries an item of $378,489. Unless this sum can be materially increased, the campaign of eradication must continue as in the past with allotments from emergency sources.

Watch Service Report

National Parks

The Senate, on June 13, amended the Wallgren Bill (H. R. 10024) which passed the House on May 16, to create the Olympic National Park in the State of Washington with boundaries as defined in the second Wallgren Bill (H. R. 4724) and giving the President authority to add to the Park any lands within the boundaries of the Olympic National Forest and any lands which may be acquired by gift or purchase. The House concurred with the Senate action on June 16 and both Houses agreed that the total area of the Park should not exceed 892,292 acres.

S. 3560—H. R. 9875 (Byrd-DeRouen) to revise the boundaries of the Colonial National Historical Park in the State of Virginia. Passed the Senate on June 13, and the House on June 16. This will acquire areas which will straighten the western boundary of the park and re-route the Colonial National Historical Parkway from Williamsburg to Jamestown Island, bringing it to the James River at Kings Mill Neck. The act adds also a plot of land above Gloucester Point, known as The Hook, which was the scene of an important engagement of the Battle of Yorktown.

S. 695—H. R. 4852 (Copeland-Cluett) to provide for the creation of Saratoga National Historical Park in New York. Passed House, June 21, 1937; passed Senate, May 5, 1938. Approved by the President, June 1. This act brings into the park system the site of one of the most decisive military engagements in American history. It was here that General Burgoyne in 1777 surrendered his entire army to General Gates, thus defeating the British plan of cutting the rebellion in two.

S. 3925—H. R. 10489 (Pope-White) authorizing the construction of a weir at Yellowstone Lake and a tunnel for the diversion of water from such Lake to a tributary of the Snake River. Introduced in the Senate April 20 and in the House, May 2. See *Editorial Comment*, this issue, also map facing page 17.

H. R. 10436 (DeRouen) to establish the Kings Canyon National Park, California, to transfer thereto the lands now included in the General Grant National Park. Introduced April 27, 1938. No action.

H. R. 10239 (DeRouen) to provide for the establishment of the Green Mountain National Park, in the State of Vermont, and for other purposes. Introduced April 12, 1938. No action.

The Interior Department Appropriation Bill carried an item for $3,500,000 for construction on the Blue Ridge Parkway during the year ending July 1, 1939. Plans for work under this fund include the construction of 20 miles of the parkway south from Rockfish Gap in Virginia. In North Carolina, the plans call for construction south from Wagon Road Gap at Mount Pisgah for a distance of 14 miles and of a section near Blowing Rock and Boone.

Forestry

S. Con. Res. 31, establishing a Joint Congressional Committee to be known as the Joint Committee on Forestry and to be composed of five Senators, appointed by the President of the Senate, and five Members of the House of Representatives, appointed by the Speaker of the House of Representatives. The Committee is authorized and directed to study and make an investigation of the present and prospective situation with respect to the forest land of the United States, its condition, ownership, and management as it affects a balanced timber budget, watershed protection and flood control and the other commodities and social and economic benefits which may be derived from such lands. Passed the Senate June 10; passed the House June 11. Senators McAdoo, Smith (S. C.), Bankhead, Pope, and McNary have been appointed from the Senate.

Planning and Civic Comment

National Resources Committee

H. J. Res. 679 (Taylor, Colorado) making appropriations for work relief, relief, and otherwise increase employment by providing loans and grants for public works projects. Introduced May 9; passed House May 12 and Senate June 3. Conferees agreed upon amendments June 16. The Bureau of the Budget had requested an item of $825,000 to be specifically allotted to the National Resources Committee. In the House the item was reduced to $250,000. In the Senate it was raised to $750,000, and this latter amount was approved in the Conference Report on June 16.

Federal City

S. 3361—H. R. 9844 (King-Palmisano) a bill to provide for the zoning of the District of Columbia and the regulation of the location, height, bulk and uses of buildings and other structures and of the uses of land in the District of Columbia. Introduced Jan. 5 in the Senate, and March 14 in the House. Passed the House May 25, and the Senate June 7. The section in the bill as it passed the House dealing with non-conforming uses was re-written in the Senate and concurred in by the House. In the act, as passed, non-conforming uses may be continued, provided no structural alteration is made, except such as may be regulated by law or regulation, or no enlargement is made or new building erected. So far so good. The desirable provision in the act however, to provide for the termination of non-conforming uses, was omitted. The Zoning Commission, in its discretion, may extend a non-conforming use within a given building throughout the building and may substitute one non-conforming use for another. Unless the Zoning Commission exercises this latter authority with great discretion, non-conforming uses, which are already a detriment to many residence districts in Washington, may increase and so reduce the enjoyment of owners in residence property and affect adversely the value of such property. Most of the provisions, described in the March PLANNING AND CIVIC COMMENT, were incorporated in the Act as passed, including the creation of a Board of Zoning Adjustment and a Zoning Advisory Council. Signed by President, June 14.

An item of $500,000 in the Second Deficiency Bill (H. R. 10851) gives Congressional sanction to the Thomas Jefferson Memorial Commission to begin construction of the Thomas Jefferson Memorial in the Nation's Capital, leaving to the Commission selection of both site and design. The National Capital Park and Planning Commission and the Commission of Fine Arts approved the site south of the Tidal Basin but there was considerable controversy concerning the proposed Pantheon design which was disapproved by the Fine Arts Commission.

S. 4029—H. R. 10642 (King-Palmisano) to amend an Act entitled, "District of Columbia Alley Dwelling Act," approved June 12, 1934. Introduced in House and Senate May 16. Passed House, May 25; passed Senate, June 13. See article this issue, p. 28, by John Ihlder, "Alley Dwelling Act Amended."

Water Pollution Control

H. R. 2711 (Vinson) to create a division of Water Pollution Control in the U. S. Public Health Service. Passed House April 21, 1937. Passed Senate amended on August 16, 1937. The amendments have been the subject of controversy since that date. On June 8, 1938, the House agreed and on June 13, the Senate agreed to the Conference Report. The chief disagreement was on Section 8 of the bill which provided that action in equity may be brought in the courts against violators of the act. This section was stricken out of the conference report.

It is agreed that the bill contains many imperfections and is regarded as hardly more than a start in the way of obtaining desirable legislation on control of water pollution. It places broad powers in the Public Health Service without any provision for approval by the Secretary of War and the Chief of Engineers of any plan of pollution control which would affect flood control or navigation. The omission by the conferees of any enforcement provision took the heart out of the bill. It has been indicated that amendments will be offered in the next Congress.

Alley Dwelling Act Amended

By JOHN IHLDER, Executive Officer,
Alley Dwelling Authority for the District of Columbia

The Act of Congress under which The Alley Dwelling Authority for the District of Columbia has been operating for the past three and a half years was amended in June, 1938 to permit the Authority to carry out more effectively the intent of the original measure.

The Alley Dwelling Authority has been seeking amendment for two years but its proposal was held in abeyance pending enactment of national public housing legislation. Now that this national legislation is in effect amendments for the District Act were approved and passed.

These amendments include a number of minor changes which experience has shown will add to efficiency. There are three, however, that are of major importance as they will enable the Authority to carry on more effectively its balanced program of slum reclamation and provision of low-rent housing. They empower the Authority to:

1. Acquire property outside of alley squares for the purpose of providing housing for persons or families substantially equal in number to those whose dwellings in alley squares are demolished.

The work of the Authority had been restricted to squares containing inhabited alleys—the characteristic slums of the District of Columbia. These squares are in built-up sections of the city, many of them in commercial or other areas not adapted to low-rent housing—the inhabited alleys themselves are a hangover from an earlier stage of the community's development. Consequently, the Authority had difficulty in finding proper sites for low-rent dwellings that would compensate for all those it demolished.

2. Borrow from the Treasury one million dollars a year for five years to finance those slum reclamation projects that do not involve construction of low-rent housing.

As in other cities and as indicated above, some of the worst slums are in areas that have become predominantly commercial, or that for other reasons are not adapted to low-rent housing. Theoretically, the slum dwellings might be demolished and the site left vacant. Practically that has proved a very expensive procedure, the site remaining unproductive, and often having a depressing effect upon near-by properties. This amendment enables the Authority to assure or, if necessary, to itself provide for the proper redevelopment of such sites that otherwise would remain community liabilities.

3. Borrow from the United States Housing Authority for the purpose of constructing low-rent housing.

This will enable the Authority to develop sites that are adapted to low-rent housing.

National Planning Conference, June 20-22

The program of the 1939 National Conference on Planning, held in Minneapolis, June 20–22, with headquarters at the Nicollet Hotel, was a departure from previous conference programs. The sessions consisted of concurrent round tables.

Committees had been appointed to prepare reports which were the basis of discussion, and committee reporters summarized the discussions at a final session.

The following subjects were considered: Planning a Housing Program; the Value of Planning to Public Officials; Traffic Studies in Relation to City Planning; County, Metropolitan and Regional Planning; National Planning; Urban Land Policies; Rural and Agricultural Zoning; Trends in Planning Law, Legislation and Litigation; the Administration of a Planning Office; State Planning; Education for Planning in the U. S.; Migration and Economic Opportunity and Capital Budgets and Improvement Programs.

At the opening session, Ben H. Kizer, Chairman, Washington State Planning Council, spoke on "The Need for Planning."

Tracy B. Augur, President of the American City Planning Institute, presided at the Conference dinner, and Governor E. D. Rivers of Georgia delivered the principal address.

On the final day of the Conference, a luncheon was held at the University Club at St. Paul, followed by a field trip arranged by the St. Paul Planning Board. A State tour followed the Conference.

A City Planning Film

The recent action of the Carnegie Corporation of New York in appropriating $50,000 to the World's Fair Committee assured the preparation and display of a new city planning film at the New York World's Fair in 1939.

The appointment of a World's Fair Committee was authorized by the American City Planning Institute in 1936 and President Black subsequently named Messrs. Lawrence M. Orton, Chairman, Harold S. Buttenheim and Clarence Stein as members of the Committee charged with considering the preparation and display of suitable city planning exhibits at the Fair. After numerous conferences with the Fair officials, it became apparent that a motion picture film was the only type of exhibit that it would be practicable to prepare and display.

Thereupon the Committee applied to the Carnegie Corporation for funds. Favorable action by the Corporation was conditional upon obtaining assurances from the Fair that a suitable auditorium would be provided for display of the films. Such assurances were obtained and notice of favorable action by the Carnegie Corporation was received late in April. A corporation, Civic Films, Inc., will shortly proceed with the preparation of the film.

Book Reviews

THE LAW OF ZONING AND PLANNING. By C. A. and A. H. Rathkopf. Grosby Press, New York City. 1937. Price $7.50.

Although primarily a legal textbook dealing with New York statutory law and court decisions, the author has had in mind the needs of administrative officers and the lay members of boards of appeal. No State has had longer or more varied experience with planning and zoning administration, and probably in no State have there been more court decisions on zoning questions or judges more liberally disposed towards zoning. Since the New York courts are interpreting provision in statutes which are found in many of the States of the country, the book will be a useful reference volume in other States. The material is assembled in numbered sections and while there may be some criticism of its arrangement, an excellent topical index makes it readily available.

The planning section of the volume consists chiefly of citation and comment on the planning law for towns, villages and cities. Legal decisions rising out of the administration of planning statutes have been very few in New York State as elsewhere.

More than half the book is made up of appendices which contain (1) useful guides for appeal board and planning board procedure, (2) the complete text of the several laws in New York authorizing planning and zoning, (3) a great variety of forms used by town, village and city boards in the administration of planning and zoning, forms for court procedure and a sample zoning ordinance for a New York village and a New York town.

Two supplements, the last dated January, 1938, bring the decisions up to that date. F. S.

SCENIC RESOURCES OF THE TENNESSEE VALLEY. A Descriptive and Pictorial Inventory. Tennessee Valley Authority, Knoxville, Tenn., 1938. 222 pp. $1.00.

In commenting editorially on this volume, the *N. Y. Times* says: "Our forefathers would have scratched their heads in wonderment if they had come across such an expression as 'scenic resources.' 'Scenic resources' now mean something definite to us. . . . They are something we need to sustain or improve the quality of our lives."

Recognition by the Tennessee Valley that it is one of this country's loveliest regions has prompted it to produce this volume of text and photographs supplemented with maps which indicate established and proposed areas. It should set the pace for other sections of the country which may desire to analyze their scenic resources with the purpose of stimulating recreational use.

COMMUNITY PLANNING. Manual of practical suggestions for Citizen Participation. Wayne D. Heydecker and W. Phillip Shatts. Regional Plan Assn., Inc., 400 Madison Ave., New York City. Fourth edition, 1938. 38 pp. 25c.

This booklet contains valuable information for planning procedure.

Recent Publications

Compiled by Katherine McNamara, Librarian of the Departments of Landscape Architecture and Regional Planning, Harvard University

AMERICAN ASSOCIATION OF STATE HIGHWAY OFFICIALS, and HIGHWAY RESEARCH BOARD. JOINT COMMITTEE ON ROADSIDE DEVELOPMENT. Roadside development. Washington, The Board, Mar. 1938. 52 pages. Mimeographed. Diagrs., chart, table.

AMERICAN CITY MAGAZINE CORPORATION. Municipal index and atlas. N. Y., The Corporation, 1938. 667 pages. Illus., maps, plans, diagrs., cross sections. Price $5.00.

AMERICAN MUNICIPAL ASSOCIATION. Municipal airports. Full text of papers and the discussion on this problem at the American Municipal Association's 14th annual conference, Chicago, Oct. 15, [1937]. Chicago, The Association, [1937] 23 pages. Mimeographed. (Report no. 119.) Price $1.00.

CHERNIACK, N. Queens Midtown Tunnel; digest of report dated September 30, 1937 . . . on the probable traffic characteristics of the Queens Midtown Vehicular Toll Tunnel and its arterial and approach street and highway requirements. N. Y., New York City Tunnel Authority, Dec. 8, 1937. 11 pages. Mimeographed. Maps, tables.

COLEAN, MILES L. Can America build houses? [N. Y., Public Affairs Committee, Inc.], 1938. 31 pages. Charts. (Public affairs pamphlets no. 19.) Price 10 cents.

COLLING, R. C., and ASSOCIATES. Advance building ordinance reports. Los Angeles, Calif., The Author, c1938. 70 pages. Mimeographed.

CORNICK, PHILIP H. A report to the State Planning Council of New York on the problems created by the premature subdivision of urban lands in selected metropolitan districts in the state of New York. Albany, N. Y., Division of State Planning, Feb. 1938. 346 pages. Maps, tables, charts.

DISTRICT OF COLUMBIA. ALLEY DWELLING AUTHORITY. Report for the fiscal year, July 1, 1936–June 30, 1937. Washington, Govt. Printing Office, 1937. 19 pages. Illus., plan.

GREAT BRITAIN. COMMISSION FOR THE SPECIAL AREAS IN ENGLAND AND WALES. Report for the year ended 30th September 1937. London, H. M. Stationery Office, 1937. 209 pages. Tables. (Cmd. 5595.) Price 3s. 6d.

HEAP, DESMOND. Planning law for town and country, being a critical dissertation on the Town and Country Planning Act, 1932, and on the regulations and orders made thereunder and a number of enactments having relation thereto; with an introduction by Sir Raymond Unwin. London, Sweet and Maxwell, Ltd., 1938. 208 pages. Price 2s. 6d.

HEGEMANN, WERNER. City planning, housing. Volume III, A graphic review of civic art, 1922–1937. Edited by William W. Forster and Robert C. Weinberg. Foreword by Sir Raymond Unwin. N. Y., Architectural Book Publishing Co., Inc., 1938. 162 pages. Illus., maps, plans, diagrs., cross sections. Price $13.75.

HINMAN, CARROLL S. Preliminary report [of] Advisory Committee on Uniform Trailer Legislation [of the Council of State Governments]. [Chicago, The Council, 1938.] 18 pages. Mimeographed. Price 50 cents.

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Planning and Civic Comment

Successor to: City Planning, Civic Comment, State Recreation

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Secretary Ickes Pledges a Wilderness Olympic National Park

At a dinner to honor Representative Monrad C. Wallgren of Washington held on August 26 in Seattle, Secretary of the Interior Harold L. Ickes set forth in no uncertain terms his idea of the future of this great area. Speaking to the 500 interested citizens who responded to the invitation of the Northwest Conservation League to pay tribute to Mr. Wallgren, who sponsored the bill in the House of Representatives which by Act of Congress created the Olympic National Park, the Secretary said, "When rounded out by proclamation under the power given to the President to add additional territory," the Olympic National Park "will take its place with the greatest parks in our national system."

Secretary Ickes has never wavered in his staunch advocacy of the Olympic National Park and in his speech he testified to the personal interest and action of President Roosevelt, without which the measure might have been "lost in the stampede toward adjournment."

"Keep the Olympic National Park a wilderness." That was the admonition of the Secretary, and in that advice the American Planning and Civic Association concurs.

According to the Secretary, the new Olympic National Park in the State of Washington "has the mountains and glaciers . . . and it has commercially valuable forests . . . . Because of its valuable forests, this park was established over the vigorous opposition of the lumber interests, which would have been quite willing to see a small park restricted to the treeless snowfields of the high mountains.

"As I have traveled, mile after mile, around the Olympic peninsula, and seen mile after mile of gigantic stumps, the blackened logs of slash firings and the scattered dead shags that tower skywards, gaunt spectres of once noble trees, I have marveled that any man or woman in the State of Washington could oppose the proposal of Congress to place in trust for all the people for all time this outstanding area as a national park, thus preserving a fragment of this wonderful primeval forest from otherwise certain destruction . . . . An almost demoniac onslaught upon our forests, beginning at the Atlantic seaboard and spreading over westward until this greatest stand of all along the Pacific Coast has been reached, has been followed by destructive forest fires, the inevitable result of which has been to burn out the soil while consuming the trees, to dry the source streams of our rivers and to make uninhabitable

for our wildlife a once teeming land. Following the woodman with his indiscriminate ax, his trail lighted by raging forest fires, there came in their turn destructive floods that have cost in the aggregate thousands of human lives, as well as an incalculable property loss; water erosion of rich and irreplaceable top soil and its sinister twin, wind erosion . . . .

"The prevention of further demolition of our timber resources, with its resultant disorganization of our economic and social life, depends upon the new system of forest management. . . . . This government undertaking is in charge of the Department of Agriculture and with it I am in hearty accord. . . . It is the function of the national parks to preserve specimens of the primeval forest, so that coming generations may see portions of this land as it was when the Pilgrim Fathers landed at Plymouth, when Daniel Boone pushed westward across the Appalachians, and when Lewis and Clark made their way through the towering conifers of the Pacific Coast.

"We have created National parks, or added to them, to protect the giant sequoias and the sugar pines of California, and the hardwoods of the East. Now, in the State of Washington, we are protecting a fragment of the Pacific Coast rain forest with its magnificent Douglas fir, Sitka spruce, western hemlock and giant cedar. On the Olympic Peninsula cedar trees are standing that are forty-five feet in circumference, trees from which Indian women stripped inner bark for clothing a hundred years before Columbus discovered America. In this new park there will be Douglas fir forty feet in circumference and a thousand years old.

"The reservation of this area is not exclusive of or inconsistent with the right of the lumber industry to a proper and legitimate exploitation of the lumber resources of this area. The manufacture of lumber is necessary to our prosperity and well being as a nation. There is room on this peninsula for forests for both the people and the sawmill. Assuming the self-interest of the lumbermen is an intelligent one, we have a right to look forward to a willingness on their part to coöperate with the Government to the end that this wonderful section of our country may be put to the wisest and best use for all concerned."

Secretary Ickes told how experience had shown that invariably the opponents of the national park program had become enthusiastic supporters after they had seen its benefits. He congratulated Representative Wallgren on his foresight and leadership in sponsoring the bill, even before public opinion in the State of Washington rallied so earnestly to the support of the proposed national park.

In closing, Secretary Ickes asked the coöperation of the State of Washington, as he pledged the sincere efforts of the Department of the Interior to make the Olympic National Park a notable addition to the great national park system.

See Olympic pictures in National Park Portfolio.

Why the Olympic National Park?

By BEN H. THOMPSON

Through measureless time before white men came, this continent stored away treasures for us. When we came, our industrial civilization in a few brief generations spilled over the eastern mountains, flowed across the plains and on to the Pacific Coast before turning back on itself to seek stability. Today, in the rising surge of exploitation there are still found a few islands of wild lands.

One of those islands is the Olympic wilderness. Almost rimmed with the mills and smoke and noise of Puget Sound's industrial communities, it is still a wild land. Dark jungle-like forests cover the lowlands and extend far up the narrow river bottoms. Steep ridge after ridge, under shaggy forest robe, reach up to the central mass of tossed and jumbled peaks. On clear days its snowy crests stand out white and silent.

Each summer, meadows of wild flowers creep up the slopes after the receding snow, while down in the lowlands a cougar stalks the river trail, leaving the tracks of his soft pads in the mud. In autumn, elk bugle through the woods, while the mountain beavers, high on the hillside, survey the coming of winter. Then snow settles down on the mountains, rain drenches the lowlands, and it is again an island of solitude.

Around it the forests have been hacked and burned. We are an industrious people. With the energy and thrift of termites we have eaten each joist and stud and rafter until each has collapsed upon us, and we move on to the next. The Olympic wilderness was to have been the next. But Congress established a portion of it as a national park and authorized important additions, pending further study.

Not since the establishment of Yosemite and Sequoia, nearly fifty years ago, have forests of comparable grandeur been set apart by the Nation to be conserved and enjoyed in their natural condition. The park is the culmination of more than thirty years of effort by conservation planners.* Its achievement is of national importance in the planning field. The Public Lands Committee of the House of Representatives, in rendering a favorable report upon the bill, made the following significant statement:

> The effect of the bill will be to determine the appropriate use and the proper administrative responsibility for an area of national park quality.

There is a rather widely accepted belief that the thriftiest management of public lands devotes them to multiple use, by which is meant that a given area is used in several different ways simultaneously. In the Olympic wilderness, for example,

*EDITOR'S NOTE.—For history of the movement to establish the Olympic National Park, see the following articles:

CIVIC COMMENT, May–June–July, 1934, p. 9. Mt. Olympus National Monument. By T. S. Palmer.

PLANNING AND CIVIC COMMENT, April–June, 1935, p. 7. The Proposed Mount Olympus National Park. By Ben H. Thompson.

PLANNING AND CIVIC COMMENT, April–June, 1938, pp. 4, 26. Enter: Olympic National Park.

multiple - use management would mean that the area would be used for logging, grazing, mining, power development, hunting, trapping, summer homes, and for recreation generally. It is possible that all of these practices might be permitted in a given portion of the area, or different combinations of them might be permitted in different portions. In any event, multiple use involves a *combination of direct uses of any given portion of the area.* It is also widely believed that such multiple-use management will yield the greatest good to the greatest number of people in the long run.

A corollary of this theory is that the preservation of an area as a national park prohibits the use of the area's resources, and is, in fact, a wasteful "locking up" of those resources. Those who hold this view do not consider that a national park is necessary. They believe that an area under multiple-use management, in addition to the direct economic benefits of exploitation, can provide just as much inspiration, or recreation, as it can if preserved as a national park.

That is a fair statement, I believe, of the alternative that Congress had to consider when a bill was presented to establish the Olympic National Park, and it is the alternative that besets every proposed national park.

The first difficulty with the multiple-use theory of management, as applied to the Olympic wilderness, lies in its inadequate recognition of the true nature of a wilderness. Under such a scheme of management a portion of the area would be designated as a Primitive Area, into which no roads would be built and in which means of transportation and housing would be kept primitive. That provision is good as far as it goes, but in such Primitive Areas grazing, mining, hunting, trapping, and even logging may be permitted, which violates both the physical and esthetic integrity of the area, more, conceivably, than might the presence of roads and tourist accommodations.

A further implication is that the multiple uses, mild, perhaps, at first, are cumulative and tend to become more firmly entrenched. Means of access, for instance, are necessary in a wilderness that is being exploited. Perhaps the point is no better expressed than in the couplet I have recently heard:

There, little truck trail, don't you cry
You'll be macadamized by and by.

The second difficulty with the multiple-use theory, as applied to a superlative scenic area such as the Olympic wilderness, is that the theory is *quantitative* rather than *qualitative.* Its units of measurement do not describe the trees in terms of their inspirational values, but, rather, in terms of board feet. It describes flowering alpine meadows in terms of grazing units, interesting wild animals in terms of pelts, and beautiful waterfalls in terms of kilowatts. If all of the resources on a given area are to be given equal and simultaneous use, none must be developed at the expense of the others. All must be reduced to a quantitative common denominator.

The resource, however, for which the Olympic wilderness is famous is the scenic, inspirational, or recreational resource. That resource is

not an entity in itself, but is formed by a combination of all the other resources. Multiple-use management must ignore that dominant resource because it cannot be reduced to the quantitative denominator of the others and because the simultaneous exploitation of the others dissipates it. In such an area multiple use becomes multiple *abuse* and the net result is a mediocre area with mediocre returns.

The obvious answer is that nobody seriously tries to exploit all of the resources simultaneously on a given area, but that in actual practice a public forest is zoned for its most appropriate uses. Certain portions of it are logged, certain portions are grazed, certain portions are set aside for recreation, and so on. That was one of the plans presented as an alternative to the Olympic National Park. As a plan of management, it has the merit of partial recognition of qualitative differences amongst the different resources. In that respect it is an improvement over multiple-use management, but it still fails to give recognition to the fundamental unit character of a superlative area. It is a logical outgrowth of diversified farming and is, therefore, probably more suited to the farm than to the wilderness.

I see little reason to make a fetish of multiplicity. We could not possibly do everything for everybody on every acre of land, and it would not be wise to try. The question resolves itself not into "how *many* uses can we make of an area," but into "what is the *best* use we can make of all its resources." To determine what is the best use will involve human judgment, and there will always be differences in judgment, but we cannot escape the responsibility of making decisions by substituting multiplicity for discernment.

Until we exercise enough discernment to determine what the resources of an area are, we may make multiple uses of some of the resources, but there is little likelihood that we will make complete use of all the resources.

In appraising the resources of the Olympic wilderness, it is obvious that they include timber, forage, pelts, potential hydro-electric power, and possibly some minerals in commercial quantity. These are component parts which, under the multiple-use theory, would be exploited individually. A house, likewise, has component parts such as bricks, timbers, shingles, plaster, etc., but we do not use the house by tearing up its parts. We keep all those parts together as a house and use it as such. We reap greater returns from the house than we could from its separated parts. In like manner, the component resources of the Olympic wilderness form a superlative unit of great inspirational and re-creative value. If we are to get complete use of those resources, they must be used together.

A national park is established to keep those resources together. The separation, or exploitation, of any one of them damages the entire structure and reduces the returns, but the use of the structure as a whole involves the use of all its parts. In such use, not one resource is discarded or "locked up." The commodity that they all produce is human rehabilitation, which is just

as real and necessary as lumber, bricks, and mutton. Moreover, the rehabilitation market is not glutted; the commodity is paid for in cash; and the money that people spend for it helps to sustain almost every conceivable industry from Maine to California.

National parks preserve the physical and therefore the re-creative or inspirational integrity of large natural areas far more completely than is now accomplished under any other form of public land management.

The Olympic National Park has not yet been completed. In the Act creating the park Congress authorized the addition of more than 250,000 acres. When it is time to add those lands to the park, the question of their best use must be faced.

In the management of public resources, what we seek, perhaps, is not multiple use but the multiple benefits of proper use.

❖ ❖ ❖ ❖

EDITORIAL COMMENT

Who Owns Our Scenery?

Time was when land owners (originally lords and barons) could do as they pleased with their real estate. Judging by the beauty of the medieval views, they often chose to improve their premises. There were no billboards in those days!

In America, only three hundred years ago, there existed a continent containing some of the most stupendously inspirational scenery in the world. Even at the time of the founding of the Republic of the United States of America, a brief 150 years ago, we still possessed unsurpassed mountain, lake and shore scenery, and wide pleasant valleys where our farming population created pastoral scenes of great charm.

The post roads and country lanes of the early Republic would appear to have been picturesque from surviving pictures and persistent backwood remnants.

Then came the painted signs on barns, the circus posters and the heterogeneous collections of small signs, with a growing number of large billboards. In spite of a protesting public, a parasitic billboard business grew up, fastening its predatory fingers on the roadside properties of the U. S. But it was not until the extensive Federal-aid road-building program was inaugurated in 1916, that the outdoor advertising business expanded into the curse it has become today.

Millions of Federal tax money, (more than two hundred million in the year 1935–6 alone) matched by millions of state tax money have been expended on improved roads in the last 22 years. It is true that this money has given us smooth, well-aligned roadbeds on which to travel, and, in recent years, some preservation of native trees and plants and some roadside planting

have been included on the public rights-of-way.

But this vast expenditure of public money has brought with it the super poster panel, the Neon lights, and the blatant sign advertising of the filling stations and roadside lunch rooms on private property along the roads. For a pittance, many of the very farmers who profited by the expenditure of public funds on improved roads, have leased their fields along the highways to the billboard companies.

In the meantime, the principle of zoning has been established in our cities whereby the right of private property owners is definitely limited in law to the welfare of the immediate community. This has given a legal weapon by which residence neighborhoods can, if they will, protect themselves against billboards and other unsuitable structures.

There is no doubt that counties, too, may avail themselves of this legal protection. But the process is slow, and there is a growing opinion among planners and lawyers that the State itself may protect the investment of the public by strict zoning of the private property along old state highways and by binding stipulations in the case of new ones. Parkways and freeways of sufficient width, whether Federal, state or county, carry with them their own protection on public property.

But with all this advance in *legal* possibilities for control, billboards, unsightly filling stations and other business structures, plastered with signs and distracting lights, seem on the increase.

The trouble lies in the apathy of the public. We voice anathema as we ride along the public highways. We resent the exploitation of our rights. We try to refrain from purchasing commodities advertised on billboards. But we do not sacrifice ourselves on the altar of organized public action which would make the outdoor advertising companies, the companies which use their boards, and the property owners who permit the desecration of the American landscape, so unpopular that they will be obliged to relinquish their unsocial practices.

We have one other potentially effective weapon. Whether we like it or not, automobile speed is increasing. Top limits which only 20 years ago were 25 and 30 miles are now 45, 50, and 65 miles. In some western States there is no arbitrary limit. No one can deny that, under prevailing high-speed conditions, billboards and multiplicity of signs by day and blinking lights and Neon signs by night contribute to the hazards of our highways by tending to confuse automobile drivers and cause them to pay less attention to direction signs or to hesitate when looking for a place to patronize. There is no *legal* reason why the police power should not be invoked in most States in the Union to make driving on our expensive highways safer by prohibiting outdoor advertising boards, by limiting the number and character of signs on filling stations and other places of business along highways.

Action of this kind requires public opinion. We believe that the public opinion exists if it can be mobilized.

Why not plan to attend the Joint

Conference of the National Roadside Council and the American Planning and Civic Association in New York City on November 15th and 16th, and learn how you can help put your State in line for rescuing your scenery from the despoilers?

Values in Planning

The Steering Committee of a great State was discussing the re-establishment of the state planning board which after two years had been discontinued for lack of funds. A young and usually progressive Democrat was speaking.

"I am against a state planning board. It has not any particular place as a state agency. It had a chance for two years to show its value and all it did was to make some expensive maps and prepare some studies and reports which few people have seen and hardly anybody has read. We are supposed to be cutting down the expenses of state administration and cutting out useless state agencies. If people can't *see* the usefulness of the planning board it ought to be one of the first to go and we will certainly be criticized for trying to set it up again."

To which a much older and usually conservative Democrat replied, "I'll agree that most people can't see what the planning board is doing. There isn't anything very striking or showy in its work, but if we cut out all state agencies on that theory we would cut out some of the oldest and most valuable bureaus in the State House. My notion is that the planning board is a research agency in the very large field of the future development of the State,—probably too large a field for the board's own good. It is mighty hard to trace the results of its work, but I'll be greatly surprised if the Highway Commission did not profit from planning board studies in the location of the trunk road from———— to ———— that we are so proud of. The State needs a planning board just as the telephone company needs the Bell Laboratories."

The state planning board was not revived, and hence the question, "Can We Sell State Planning Boards Exclusively As Research Agencies?" Already we have added to the function of the city planning board by giving it administrative duties. Maps and plans of the layout of private land are referred to it for final approval. It has been given a veto on public improvement programs which can only be overcome by a two-thirds vote of the city council, and there is a growing tendency to give it the power to draft the zoning ordinance and to initiate or approve all changes.

Here and there is heard a timid suggestion that the state planning board would have a brighter place in the sun if it had administrative duties. It might, for instance, serve as a board of appeals if the State adopts the policy of zoning the rural sections of its highways. The feeling is, however, that the purity of its position as a non-political research

bureau would be endangered. If we are to sell the necessity of state planning boards as exclusively research agencies, they must at least be given time enough to show their value.

What Determines the Historic Site

With the flood of requests to establish monuments and memorials pouring in on public officials in towns, cities, counties, States and government offices, it would seem timely to review a few simple fundamentals in approaching a justification for the public recognition of individuals.

Before expending public funds, the following questions might well be asked:

What useful purpose should be accomplished by the establishment of monuments or memorials? Should they be expressions of intelligence or sentiment, or both? Should they memorialize an individual, as such —or is any individual really important except as a symbol of movement; a spearhead of an advancement?

A lone individual can accomplish little of a significant nature. Since all people are born, the fact of their birth can only be of individual importance. At birth each is endowed with a certain amount of nervous energy, more or less sensitive to outside stimuli. The degree of sensitivity can be called heredity; the outside stimuli applied to that energy can be called environment. Both heredity and environment therefore have a bearing on the final product and its place in the progress of civilization.

It is important that a people recognize advancement. In order that we may continue a forward surge we must learn to evaluate the favorable impulses of the past. Each ebb and flow of the masses has been epitomized by an individual or individuals. These so-called leaders have made it easy to identify a movement, and upon them it is the custom to focalize attention. It is perhaps of value to analyze these leaders carefully, not so much as leaders but as examples of the heredity and environment of the era which they represent.

All people have another thing in common—they die. No death therefore is important as such. It is not the fact of birth or death of any individual that society should immortalize; nor is the place of those events really important, except as items of focalization for calling attention to accomplishment. These items are too often overemphasized to the obscuring of the life or the movement which they represent.

PAUL V. BROWN

Conservation organizations are informing their members about the proposed dam to Yellowstone Lake. The many articles and editorials which have been published will insure an informed public opinion to fight the bill if it is reintroduced in the next Congress.

Zoning Round Table

Conducted by EDWARD M. BASSETT

Refusal of Permit Pending Change of Zoning Map

In my file of zoning cases there is a subject "Delay issuing permit pending change of map." It is hard to say whether the unlawful practice of refusing building permits because the council expects to change the map is increasing or diminishing. It is human nature to try to prevent an unwanted building even if lawful. Local officials find it easy to transgress the law to keep out such a building. The trouble usually comes about because the owners in a district have slumbered on their rights, considering that, because no offensive building has come within their borders, one never will. Then all of a sudden an application is made for some offending building or use and the neighborhood is up in arms. They rush to the officials shouting that the proposed building is an outrage and that the zoning must be changed immediately and that the permit must be refused in the meantime. My file does not show a large number of these court cases, probably because the applicant succeeds by quick work in getting his permit or else the officials strong-arm him by refusing a permit. If he goes to court he may obtain a mandamus against the building commissioner forcing the commissioner to issue a permit, but by that time the council will have put through the change. The result is that the applicant is usually squelched before he can get his legal position passed upon by the courts.

Probably this would be one of the most fertile fields of zoning litigation if the applicant were not unlawfully kicked out at the very beginning. No one knows how widespread this strong-arm practice is. Everyone knows that it is unlawful. The only excuse officials have to continue it is that they think the building is a wrong one and ought to be stopped even by unlawful means.

The reason refusal is plainly unlawful is that no one knows beforehand whether the change of map is to be made or not. The landowner possesses his absolute right for a conforming permit up to the time that a change of the map is actually made. In about half of the proposals the change is not made. Officials ought not to refuse a permit because they want to see the change of map made in the future. Sometimes, however, they do just this.

A curious situation of this sort has recently developed at Fieldston, Borough of The Bronx, New York City. Fieldston is a one-family residential development brought about by private restrictions. It is zoned in Residence F which in New York by reason of the small coverage allowance usually results in causing one-family detached residences. But as there is no regulation of the number of families in this district but only of the coverage, a landowner applied for an apartment house permit. The usual uproar began.

The officials were besought to change the building zone resolution and map so that only one-family detached homes could be built in Fieldston. The officials made haste to establish a new district called Area District G which makes a requirement of one-family detached homes. A necessary delay happened for advertisements and hearings, first on the establishment of the new district, and second on the change of the zoning map. The apartment house applicant in the meantime was running around to officials and later to the courts to get the apartment house permit to which he was entitled. At last he secured consideration by the court which in view of all the uproar decided against the applicant. Strangely enough, the court in refusing the mandamus cited a number of cases to show that the applicant did not have a vested right. These (so called) vested-right cases had arisen where the applicant had obtained his permit and started his building before the change of map, not where the applicant sought a lawful permit. The sitting justice suggests that the case can go to a higher court. It is fairly likely that before the higher court can act the land will be changed to a G district.

Surrounding landowners in cases like these usually consider that they have won a great moral victory. On the contrary, they have obtained official assistance to strong-arm a law-abiding citizen. If such practices are allowed to prevail, the issue of lawful building permits ceases to be a matter of law and becomes a matter of men.

One-Story Stores

Strong-arm zoning is a convenient term to describe zoning regulations that bear no substantial relation to the community health, safety, morals, and general welfare. This sort of zoning is pronounced unlawful by the courts. But often it remains in the ordinance for years before the court has a chance to declare it void. Local property owners preferring to keep on good terms with officials will go a long way in compliance before they start a lawsuit. Councils take advantage of this tendency and presume on their own citizens' good nature by introducing into a zoning ordinance regulations that would not stand before the courts. One of the commonest inquiries of local legislators is, Do you think we can get away with it? It is difficult to understand how councils will want to deceive their own people. Probably they consider that it is for the welfare of their municipalities and that by deceiving the property owners they are performing a greater service for the municipality.

For instance, some small municipalities have thought that one-story stores placed them in a small-town category and they have, therefore, made a zoning regulation that every store should be at least two stories in height. This is the rankest sort of strong-arm zoning. The councilmen probably think that because the subject of height is introduced it is a proper kind of legislation. In reality it is cheating the property owner because when he wants to erect a one-story store he

is confronted with a zoning regulation that requires a two-story store. If he brought the matter before the court, the judge would ask the building commissioner whether a one-story store was less healthful than a two-story store. The inevitable answer would be no. The court would then ask whether the one-story store was a greater fire risk than a two-story store. The answer would be no. The court would then ask whether a one-story store was more immoral than a two-story store, and again the answer of necessity would be no. The court would say that there is no substantial relation between the regulation preventing one-story stores and the community health, safety, morals, and general welfare, and would pronounce the regulation void.

Every municipality when it is thinking of these strong-arm regulations ought to examine its engineers, architects, health board and fire department to find out whether it has an expert,—that is, a person experienced in the subject matter involved,—who will testify that there is a substantial relation between the proposed regulation and the community health and safety. When it is proposing these strong-arm regulations it will usually find that it has no such expert and that it cannot find any. Property owners in the municipality have a right to assume that the council is prepared to show this substantial relationship in court. If the council passes an amendment without being able to show this, the amendment is strong-arm zoning.

Sometimes a council persuades itself that it can establish business districts where business can occupy the first floor only and the higher floors are restricted to residence. The purpose of this form of zoning is to increase rents. In every such case the council has failed to locate an expert witness who can testify on behalf of the city that the second floor is safer or more healthful because it is restricted to residences. It would be difficult, if not impossible, to show the court that all the dangers affecting stores on the first floor would not apply to residences on the second floor. The keeping of inflammable oil on the first floor would endanger the second floor. Flies attracted to the first floor would be likely to invade the second floor. At the trial the court would be sure to conclude that there was no substantial relation between the health, safety, and general welfare of the community and the requirement of residences on the second floor. In dozens of ways zoning regulations are established to carry out aims of the local legislature which have no relation to health and safety. Provisions are placed in the zoning ordinance that ought to remain as private restrictions,—such as cost of dwellings, peaked roofs, or construction materials.

Zoning regulations differ entirely from private restrictions. The former are a governmental requirement based on community health and safety. The latter are contracts between landowners and can embrace every proper subject of a contract. The zoning regulations are enforced by the refusal of permits. The private restrictions are enforced by one landowner enjoining another where there is privity of title.

Highlights of the 1938 National Conference on Planning

By ELISABETH M. HERLIHY, Chairman, Massachusetts State Planning Board

The 1938 conference held in the twin cities of Minneapolis and St. Paul was, in a word, highly successful. There was a total attendance of nearly four hundred persons, coming from all sections of the United States, from Canada, England, Scotland and Holland. From the Pacific Coast twelve delegates registered from California, two from Oregon, and four from the State of Washington. From the South and along the Atlantic Seaboard practically every State was represented.

So far as the meeting itself is concerned, it has been very significantly termed a "discussional conference." Translated, this means that no less than four sessions were going on at one and the same time in various hotel parlors. There is at least one very distinct advantage in the arrangement. Fourteen sessions in all were held during the three days of the Conference. At each session, a paper was presented, having been previously prepared by a committee. Others were listed as "Discussion Leaders," before the meeting was thrown open to general debate. "Reporters," perhaps better described as "Commentators," made notes which were later presented at the summary session on Wednesday morning. To my mind, these Reporters should be the key people of the Conference, for upon their shoulders rests the responsibility of boiling down the hours of discussion and of presenting the net results for the benefit of the entire group in a few brief moments.

The keynote speech of the Conference was delivered at the opening session by Ben H. Kizer, Chairman, Washington State Planning Council, on "The Need for Planning." I wish I could give his remarks *in extenso;* I must content myself with a few brief paragraphs:

> And this brings me to what I believe to be the final need of planning, the need to keep our activities well decentralized, and therefore well democratized. Our agencies should not think of themselves primarily as bureaus or departments of governmental administration, though we may work closely with administrators. On the contrary, we should live as closely as possible and our work should be carried on, for and with the people whom we serve. Our philosophy is a philosophy of study, a philosophy of thinking, a philosophy of counsel, not a philosophy of governing.
>
> Therefore, I rejoice that so far our planning commissions of cities, counties, States and regions are composed almost wholly of men who retain their work-a-day status as private citizens, who are paid no salary, but rather serve because they believe in this principle of research and planning as one absolutely necessary for the health of our interdependent civilization. It is my hope that we may remain so, sympathetic alike with the problems of the whole that concern the public administrator and also acquainted with the problems of the individual.
>
> Planning should never become wholly professional, though we badly need trained and professional staffs. If it does become wholly professional, then it will shrink to the obscure status of being merely another department of a governmental system that counts its departments by the thousands. Planning should rather stand midway between the trained public official who gives the whole of his working time to the service of the government, and the private citizen so immersed in his daily round that he is

rarely conscious of his government save when it has something to give him, or to collect from him.

And in keeping our planning democratic, we must think first of our local units of planning. If planning is to serve the democratic spirit of our Nation, it can only do so as it uses and supports its city and county planning agencies. Without these basic units of planning, our work will in the end survive, once the novelty has worn off, only as another frill or decoration of government. In the beginning, we need the inspiration afforded us by the splendid efficiency of the National Resources Committee in its nation-wide surveys. We in the regional and state planning commissions are greatly strengthened and helped by that fine example. But we in turn must likewise spend much of our time and strength in aiding our county and city planning commissions to do the best job possible for their communities. Planning cannot gain necessary public confidence unless many believe in it, many participate in it. By helping to plan . . . men come to believe. As members of planning agencies, we need constantly to bear in mind the vision of that fable of old Antaeus who was strongest whilst his feet remained on his mother earth. If we in the work of state and national planning neglect to build sure foundations for planning in each community of city or county, we, like Antaeus, will ultimately be conquered because our feet have left the good earth.

The Committee report on Planning a Housing Program was of particular interest in view of the recent activities leading up to the adoption of a permanent Federal housing policy.

Considerable concern has been expressed as to the relation of the new Federal housing agency to the city planning field. This was fully presented at the Conference in the report of the Committee and in the discussion which ensued. Certain definite conclusions emerged as a result of this meeting, among them, that there should be the closest relation between the city planning commission and the housing authority; that housing projects should conform to the city plans; that they should be carefully related to centers of employment, to shopping facilities and transportation and to social opportunities; and that while the establishment of policies, the actual design of the houses, the financial program, the supervision of construction and the ultimate management of the project might be necessarily functions and responsibilities of the local housing authority, there was a still further need for complete and accurate data on social, economic and physical conditions and trends in connection with which the city planning commission should be of considerable assistance. This means the establishment of factual information and its presentation in the form of maps or graphs showing, among other things, land use, census tracts, zoning, transportation facilities, parks and playgrounds, schools, churches, population density, sewer and water mains, street paving, tax delinquent property, building ages, industrial conditions, types of houses, building construction and demolition over a period of years, blighted areas, relief cases, and health statistics. Clearly these are studies which should be available to the housing authority through the coöperation of the planning agency.

The Value of Planning to Public Officials was discussed under four main headings:

1. As a coördinating force in tying together the sections of the various departments within a single unit of government.

2. As a coördinating force in tying together the sections of the various units or layers of government. Highways and zoning plans were listed as outstanding examples of the lack of harmony in Federal, state, county and municipal developments.

3. The value of planning to the func-

tional work of a government, through assistance in the solution of traffic and parking problems; the elimination of slum areas; zoning; tax assessment and delinquency and housing; and

4. Long-term planning.

The round table on Traffic Studies in Relation to City Planning set the stage for discussion by clarifying the meaning of the relationship between city planning, traffic planning and traffic engineering.

The Report of the Committee on County, Metropolitan and Regional Planning pointed out that many city problems, formerly capable of solution within the city limits by city authority, are now so enmeshed in problems of larger political divisions as to require integrated solution.

This subject was amplified still further in the round-table discussion on Trends in Planning Law, Legislation and Litigation. Regional planning as comprehended in bills submitted to the recent session of Congress; interstate and intrastate problems; the broad powers conferred upon the New York State Planning Commission; new developments in housing legislation; the growing demand for roadside protection; and the numerous unqualified legal opinions in support of the principles of zoning were all discussed at length and were recognized as indicative of the increasing depth and breadth of public feeling toward the fundamental principles of planning work.

The need for national planning legislation also was considered and the meeting went on record in favor of the establishment of an advisory national planning agency appointed by and reporting to the President and to Congress on long-range plans and emerging problems.

The subject of zoning was explored still further in its relation to rural and agricultural areas.

The Administration of a Planning Office was my own particular contribution to the program with the generous assistance and coöperation of the other members of my committee.

There followed a discussion of State Planning, particularly the relationship of state planning boards to other state departments, the stimulation of local planning, the integration of its work with that of a national planning agency and the whole broad field of public relations.

The Committee on Education for Planning in the United States submitted its report under several headings. It was stated that in a total of 365 universities circularized, it was indicated that in 194 departments, planning or housing, or both, were being taught. Professor Adams in his paper on Planning Education and Problems in grade schools and high schools declared that the need today is for a satisfactory method of providing the younger generation with some appreciation of comprehensive planning as an idea or point of view. Dr. Feiss of Columbia University placed the emphasis upon adult education through voluntary effort such as university extension courses, lecture programs and technical literature or association, together with the unconscious absorption of planning knowledge from newspapers, periodicals, radio and motion pictures.

The report of the Committee on Migration and Economic Opportu-

nity raised many questions and provoked much discussion and a wide field of research was indicated.

The banquet session at which the principal address was delivered by Governor E. D. Rivers of Georgia, the buffet luncheon at the St. Paul University Club and the field trip about Minneapolis and St. Paul, all stand out as highlights of the occasion.

I can do no better, in conclusion, than to quote Mr. Kizer as sounding the keynote of the conference:

> And now, for the sum of the whole matter. The totalitarian state lives by propaganda, and the word of command. Democracy lives by untainted information, and persuasion. By comparison with the swiftness of action of the totalitarian state, democracy sometimes seems to suffer, as we see it, reaching its decisions so slowly, often with painful compromises forced by some noisy minority. Democracy then needs to fashion a newer and sharper tool, to enable it to reach its decisions with less delay and more wisdom. Here, in research and planning, is that new tool that democracy needs. Let her use it wisely and well, and when every totalitarian state has perished of the slow poisons in their systems engendered by false propaganda, our democracy will still be standing, because of her power to know the truth, the truth that makes and keeps her free.

Joint Conference on Roadside Improvement

The National Roadside Council and the American Planning and Civic Association will hold a Joint Conference on Roadside Improvement on November 15 and 16 at the Russell Sage Building, 130 East 22d Street, New York City.

The Gramercy Park Hotel, which is next door, has made convention rates for single rooms at $2.50, $3 and $3.50; double rooms at $5.50; and the Parkside Hotel, which is across Gramercy Park, offers single rooms at $2.50 and $3; double rooms at $5. The National Arts Club is also across the Park from the Russell Sage Building.

The program will stress proposed legislation for the 1939 State Legislatures and all officials and organizations planning to sponsor roadside legislation in 1939 are invited to attend and participate in the sessions.

For further information, write the American Planning and Civic Association, 901 Union Trust Building, Washington, D. C.

National Park Portfolio—A Pictorial Digest

Every American citizen is a potential visitor to one or more National Parks and Monuments.

Our Portfolio of picturesque scenes, with brief narrative captions, will give you a comprehensive idea of what National Parks and Monuments are, what you can see, and what accommodations you can find.

The Portfolio consists of four parts of 32 pages each, profusely illustrated, with artistic covers in color, contained in a decorative envelope, ready for mailing, which you can secure for 75 cents, postpaid, or 50 cents, by calling at the office of the American Planning and Civic Association, 901 Union Trust Bldg., Washington, D. C., or you may secure the four parts, cloth bound in one volume for library shelves for $1.00, postpaid, or 75 cents, by calling at 901 Union Trust Bldg., Washington, D. C.

Please send cash, check or money order. Stamps are not acceptable.

Hoh Peak, Olympic National Park

Photographs by the Department of the Interior

Glacier lilies, Olympic National Park

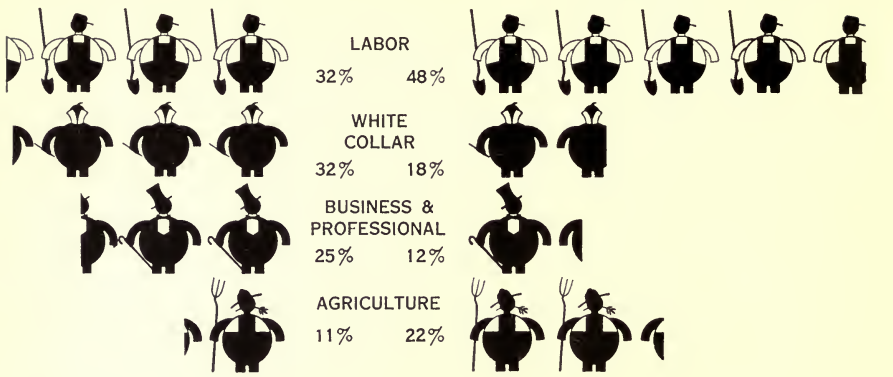
Sitka spruce in the new Olympic National

Photograph by the Department of the Interio

What is the best use of such trees?

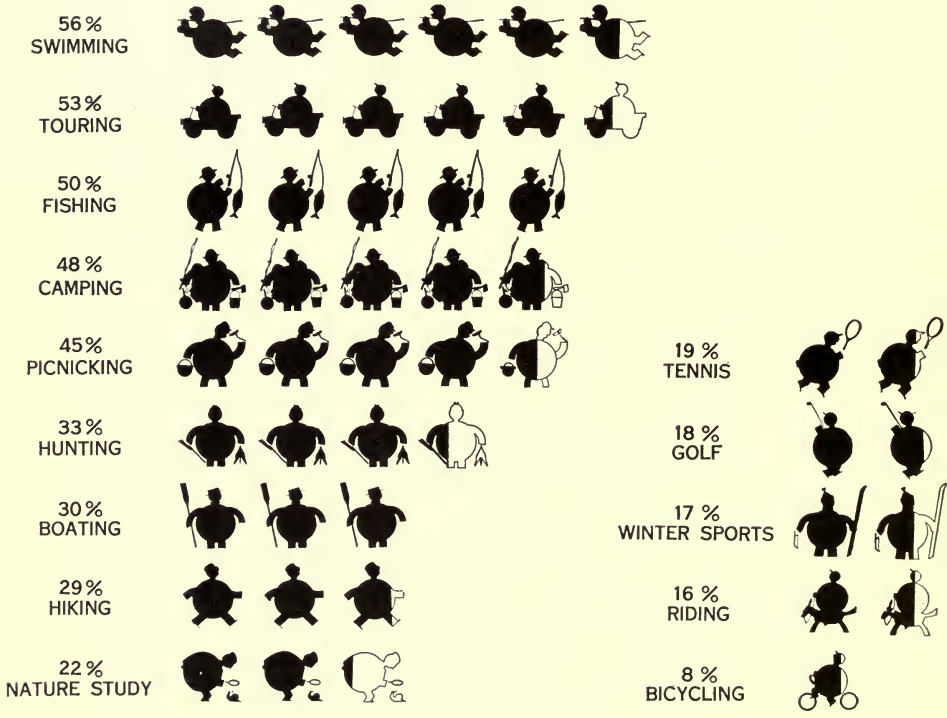
WHO COMES TO STATE PARKS

PROPORTIONS OF OCCUPATIONAL CLASSES AMONG STATE PARK VISITORS COMPARED TO PROPORTIONS IN THE COUNTRY AS A WHOLE



WHAT STATE PARK USERS LIKE TO DO

25,832 PARK USERS VOTED FOR THE FOLLOWING RECREATIONS



POPULAR

BUT NO PERCENTAGE AVAILABLE

From "Recreational Use of Land in the U. S." Courtesy National Park Service

State Park Notes

ILLINOIS.

The recent certification of Captain Charles G. Sauers under civil service as General Superintendent of the Forest Preserve District of Cook County, Illinois, is a further step toward transferring control of the District, with its roster of about 400 employees, from the realm of politics to a merit-system administration.

Captain Sauers came to the Forest Preserve nine years ago, after a country-wide search was made for a man who had no political affiliations and who possessed the will power to resist political influence after incumbency, plus knowledge of forestry, landscaping, and engineering. He was the highest among four taking the examination.

INDIANA.

Colonel Richard Lieber, commenting on the 27 per cent increase in Indiana state park attendance during the present year, despite the ten-cent entrance fee, says: "This is still more evidence that folks like the thought of paying ten cents and getting a dollar's worth of good out of it."

IOWA.

M. L. Hutton, Director of the Iowa Conservation Commission, speaking on "Progress Under the Iowa Twenty-Five Year Plan Program," at the State Convention of the Izaak Walton League of America, said:

"At the time the Twenty-five Year Plan Report was made, Iowa had 42 parks and preserves totaling approximately 8,200 acres. We now have 72 parks and preserves, totaling 19,105 acres. This represents an increase in number of 71 per cent, and in area of 133 per cent. Most of this large increase is due to the incentive provided by Federal emergency work assisted by special state appropriations.

"During the peak years of CCC work, Iowa had a maximum of 17 CCC camps working in state parks under the National Park Service as the federal technical agency providing appropriate facilities and developments. During the last five years the advancement has been as follows: From 7 parks with lodges to 15 with lodges, from 9 with shelters to 39, from 3 with bathhouses to 12, from one with cabins to 7, from 18 with lakes to 39.

"Innumerable projects, such as foot trails, foot bridges, service roads, landscaping and sanitary facilities, tree planting, etc., have been completed during the last five years. Probably the most obvious

and rapid advance under the Twenty-five Year Plan has been in park development. A total of 44 cabins in 7 state parks is now available for camping for periods of not to exceed two weeks per reservation.

"In addition to the work by CCC camps in state parks, there have been many projects of a varied and useful nature provided by the WPA and its predecessors. These would be too numerous to mention, but typical is the work at Lewis and Clark State Park, Monona County, and Mill Creek State Park in O'Brien County, where practically all recent park development has been by the WPA."

MISSOURI.

A Missouri Conservation Commission press release credits the first conservation law to Moses, and supports its contention with the following quotation: "If a bird's nest chance to be before thee in the way in any tree, or on the ground, whether they be young ones or eggs and the dam sitting upon the young or upon the eggs thou shalt not take the dam with the young but thou shalt in anywise let the dam go, and take the young with thee; that it may be well with thee and that thou mayest prolong thy days."

Merchandising or solicitation of business or services, except by special permission, is banned in all state parks by a new regulation adopted by the Missouri State Park Board and the Conservation Commission. The regulations also provide that persons failing to comply with the rules governing state parks be considered trespassers rather than visitors.

Volume 1, Number 1 of *The Missouri Conservationist* made its appearance in July, just one year after establishment of the State Conservation Commission. It will be published quarterly.

OHIO.

H. S. Wagner, Director of the Akron Metropolitan Park Board, has recently announced receipt of a bequest of $40,000 annually to maintain Virginia Kendall State Park. The bequest, which took effect upon the death of Mrs. Agnes T. Kendall, widow of the late Hayward Kendall, carries out Mr. Kendall's intention to provide perpetual care of the 430-acre park which he donated to the State.

TENNESSEE.

R. A. Livingston, Director of the Division of State Parks, recently announced that four federally developed recreational areas have been turned over to the Tennessee Department of Conservation for operation and maintenance as state parks, and are now open to the public.

These areas, equipped with overnight cabins and facilities for swimming, hiking, and picnicking, are: Chickasaw Forest Park near Henderson, Natchez Trace State Park near Lexington, Lebanon Cedar Forest near Lebanon, and Standing Stone State Park near Livingston.

WEST VIRGINIA.

The Bureau of Agricultural Economics has transferred the Hacker Valley recreational area in Upshur and Randolph counties to the West Virginia Conservation Commission

for operation and maintenance as a state park.

The area, which will henceforth be known as Holly River State Park, was developed by the Farm Security Administration. It has completely furnished cabins, swimming and wading pools, tables, benches, and fireplaces for picnicking, a council circle accommodating approximately 125 persons, and children's playground equipment.

WISCONSIN.

The Wisconsin Conservation Commission, at its July meeting, approved the purchase of 80 acres of land adjacent to Devil's Lake State Park, in order to establish well-rounded boundaries for the park and provide protection for its high rock bluffs and other scenic attractions. The purchase was recommended to the Commission by C. L. Harrington, Superintendent of Forests and Parks.

The advantages of setting up WPA museum projects in the various state parks was also discussed at the July meeting, and the Commission voted to develop such a project at Devil's Lake, limiting the activities to that area until results obtained clearly warrant similar projects in other state parks.

The Wisconsin Conservation Department has issued descriptive, illustrated pamphlets on a number of the State's parks and forests, each containing a map showing recreational facilities and scenic, historic, and geological points of interest.

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The State of California took title in July to the Monterey Custom House as a State Historical Monument. This has previously been under lease to the State from the Treasury Department. The State also took title to 2,300 acres of additional land at Castle Crags State Park.

We commend a series of articles on the State Parks of California, prepared by Chapin Hall, a staff writer of the *Los Angeles Times*, who in 1927 visited each of the parks and historical monuments treated. In presenting these articles, Henry Chandler, publisher of the *Times* stated: "These are offered as a public service in the hope that a very important and little-understood development may be brought to the attention of the people of the State."

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The following States have taken out new contributing memberships in the National Conference on State Parks: Illinois, Indiana, Missouri, Michigan, Tennessee, West Virginia, Georgia, and Wyoming.

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Publications of interest to state park readers:

NEW HAMPSHIRE PUBLIC RECREATIONAL AREAS, issued by State Planning and Development Department, 1938.

WHERE SHALL WE PLAY?—a Report on the Outdoor Recreational Needs of New Jersey, N. J. State Planning Board, 1938.

MISSISSIPPI STATE PARKS. A new folder giving names, locations and chief attractions of the Parks.

RECREATIONAL MAP OF PENNSYLVANIA; HISTORICAL PARKS, RECREATION AREAS, NATURAL MONUMENTS. Dept. of Forests and Waters, 1938.

THE REGIONAL REVIEW, NATIONAL PARK SERVICE, REGION ONE, RICHMOND, VA. July, 1938, Vol. 1, No. 1; Aug., 1938, Vol. 1, No. 2.

IRMINE B. KENNEDY.

Park Operating Personnel

By HARRY E. CURTIS

The park custodian or park operator is in the title role of the "Forgotten Man" by Roberts Mann, Superintendent of Maintenance, Cook County Forest Preserve, Illinois. The custodian is the man who lives with the mistakes of the planner, who is confronted on the one side by the idiosyncrasies of a not too predictable public, and on the other by the theoretic approach of the planner.

Mr. Mann makes two cardinal observations to which we all must agree—first, "The maintenance man should be given a voice in the design of recreation areas," and second, "Good maintenance men are too few and far between."

The Maintenance Man Should Be Given a Voice in the Design of Recreation Areas. The statements of so able and experienced a park man as Mr. Mann are much more than a bid for additional recognition and prestige of a particular group of men—they are the basic recognition that planning must be planning for use. Planning of superlative national parks and fine state parks demands not only knowledge of the areas, but too, knowledge of human behavior, and more than assumptions on the amount and type of use; this to some extent the good maintenance man should know. And what about the planning of recreation areas, those areas chosen for their location and adaptability to serve a given recreation need; here the aid of excellent operators is indispensable to proper development.

Once the maintenance man did all the planning, then the planners did all the planning. Now there is a movement toward a middle-ground —planning by planners, planning based on the knowledge and experience and ideas of park operators.

At the inception of almost every park system, there was no state recreation plan and there were no master plans of individual areas. Planning and construction were the responsibilities of the custodians of individual areas. These men were not always selected for their broad experience in dealing with the public en masse, or yet for their years spent in property maintenance, and rarely, if ever, for their recognized planning or scholastic attainments. The weakness of this procedure was soon apparent. The baton and the gold braid passed from the maintenance man to the designer. The valuable field knowledge of people, their antics and their requirements had been too often confused by unqualified custodians with the expressions of the ideas and selfish desires of an articulate minority of park visitors and the custodians' personal ideas and ambitions.

The CCC program with its ever-increasing demands for better and broader planning on the part of States and its own personnel hastened the completion of the change. Into the employ of the States and the CCC were inducted architects, landscape architects, engineers and others, qualified and experienced in other work, but lacking the field

knowledge and the actual premise of park design. We have confused true state parks and recreation areas. We have standardized the type and amount of facilities constructed regardless of type and amount of needs.

Over a year ago the Recreation Study got under way. A theoretic and detailed approach was chosen for the national recreation plan. It was quickly determined that this must be preceded by state recreation plans based upon a few fundamental considerations—people, their location, their financial situation, their leisure time, backed up by experience data in existing areas, interpreted by those experienced in park operation.

Much of this information should be had from park operators. Unfortunately, adequate and comparable information was conspicuous for its absence. The principal weakness, it is my sincere opinion, is in the present operators.

Good Maintenance Men Are Too Few and Far Between. It is then obvious that park systems in each State should make every effort to obtain and employ better park custodians and maintenance men. First the States should raise the qualification requirements for park custodians and maintenance men, employment to be in every case based upon technical qualifications to deal with the public and to intelligently administer a recreation area. The Recreation Study Report in each State should recommend these qualification requirements. It should, secondly, make these positions attractive to good men by raising the salaries to reasonable figures and by installing civil service or methods of reasonable assurance of continuity of employment. State Study Reports should recommend this objective.

Park agencies have at present and will continue to have excellent opportunities to select good men from their CCC personnel. It is logical to assume that some of these men, in addition to gaining construction knowledge, should obtain an understanding of maintenance and operation problems fitting them to cope with these situations.

Mr. Mann speaks of proposed education of park men and has for months past been investigating the possibility of courses in park design, operation and maintenance at various universities. The National Conference on State Parks is actively behind this movement. Too, it may be possible, and it seems logical, for efforts to be made to educate CCC personnel in the problems which confront park organizations and which would help to fit them for positions in state organizations. It seems logical that the National Park Service might participate in such an educational movement.

The CCC program and regular operation has demonstrated to many of the States the necessity of qualified designers.

When and only when the general calibre of operation and maintenance personnel is raised to a satisfactory standard may we properly plan a state recreation system or a park master plan or even a park facility. The maintenance man first did the design; only his weakness lost for him this job; only his strength can place him in the proper perspective in the planning picture.

The XVIth International Housing and Town Planning Congress

By MILES L. COLEAN
Deputy Administrator, Federal Housing Administration

The Sixteenth International Housing and Town Planning Congress was not only held in Mexico, but was joyously kidnaped by the Mexicans. Far more interesting and impressive to the foreign visitor than the sessions of the Congress (which were held daily—usually during the rainy late afternoon hours—from August 15 to 19) were the revelations of the planning programs and achievements of the Mexican government, with which the Congress hosts filled every available hour of a crowded week.

From the exhibition of the profoundly studied and forcefully rendered plan of the City of Mexico, as presented by its principal author, Señor Carlos Contreras, to the breathless drive through the city (with reckless escort of the smartly accoutered—even as to spurs—Federal motorcycle police) to see parts of the plan in progress of achievement; and from the description of the reforestation and park schemes by the veteran conservator, Señor de Quevedo, to visits to nearby national parks and monuments, the delegates were given at every hand evidences of the vitality and imagination of the Mexican people in attacking problems which are from both economic and engineering points of view of extreme complexity. It is regrettable that no presentation of the work of these men is available in English since it contains much that is stimulating and suggestive.

Among the notable features of Mexican planning the following may be mentioned: the bold system of boulevards from the capital city with its dual purpose of providing adequate communication and of dividing the city into a number of neighborhoods or quarters, each with its distinctive features; the creation of small national parks, usually associated with some monument of historical or artistic importance, readily accessible to the metropolitan center; the facilities for wide-spread public participation in sports such as provided by the workingman's play park, the Parque Carranza; the effort being made to prevent the deterioration and loss of character of things distinctly Mexican, even to the extent, as in the case of Taxco, of placing an entire inhabited and thriving village under government control as a national monument.

The Congress was less notable in both the extent of its representation and in the interest of its agenda than has been characteristic of previous meetings of the International Federation of Housing and Town Planning. Unsettled conditions both abroad and in Mexico prevented as diversified an attendance as is desirable at such meetings, while the specialized character of many of the subjects treated prevented the wide-

spread participation in discussion which is essential to the maintenance of interest.

Much sentiment developed for the holding of a Congress in the United States within two or three years, and the American delegates were asked to give the matter their thoughtful consideration. This opportunity is one which should not be neglected by American planners as a means of stimulating greater domestic interest in planning matters as well as of exhibiting to foreign eyes the creditable work which has been accomplished in this country during recent years.

With the closing of the 1938 Congress the presidency of the Federation passed from Mr. George L. Pepler of the British Ministry of Health, to Dr. Karl Strölin, Oberbürgermeister of Stuttgart, Germany. The next Congress of the Federation will be held in Stockholm during the summer of 1939.

Program for Protection of Oregon Roadsides

A report from the Advisory Committee on Roadside Protection to the Oregon State Planning Board, March, 1938.

This excellent analysis of roadside conditions finds that the control of the use of roadside land is needed in Oregon (as is true everywhere else in this country) both to eliminate conditions that create traffic hazards and to preserve the natural outdoor beauty of the State as an attraction to tourists and a source of enjoyment to the people of Oregon. It suggests the passage immediately of legislation banning "snipe" signs and prohibiting everywhere signs which will create travel hazards. It recommends set-back regulations for all structures on property adjoining the highways and urges for the future an act prohibiting all roadside advertising signs in non-commercial areas. Passage of the latter comprehensive act, in the opinion of the Committee, should be deferred till a constitutional amendment is adopted by the people similar to that passed in Massachusetts in 1918 which is as follows:

> Advertising on public ways, in public places and on private property within public view may be regulated and restricted by law.

Without questioning the soundness of the opinion that a constitutional amendment is necessary, it is fair to raise the question whether the State cannot now, without further constitutional amendment, zone its highways or at least the rural sections of its highways and to suggest that this process will result in a more effective control of the roadsides than even the comprehensive billboard law above proposed. Under that law it would be difficult, if not impossible, to prohibit advertising signs on business buildings and on the premises adjacent thereto in non-commercial areas. Today such signs on gas stations, roadside restaurants and wayside stands are no small contributors to the wretched situation on many state highways. The Committee is probably wise in suggesting gradual steps to an ultimate effective control but we question whether the control as outlined is the ultimate desirable objective.

FLAVEL SHURTLEFF, New York City

1939 Planning Conference to Be Held in Boston

The National Conference on Planning will be held in Boston in May, 1939. The meeting will be under the auspices of the four nation-wide planning organizations,—the American City Planning Institute, The American Planning and Civic Association, the American Society of Planning Officials, and the National Economic and Social Planning Association. Miss Elisabeth M. Herlihy, Chairman of the Massachusetts State Planning Board, who has been invited by the participating organizations to serve as Conference Director, has already received many assurances of coöperation and assistance on the part of local groups and individuals, public and private.

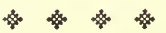
This is the first time since 1912 that the Conference has been scheduled for the Boston area. It has met once in practically every large city in the country during the last 30 years and twice in the cities of Washington, D. C.; Rochester, New York; Detroit, Michigan; St. Louis, Missouri; Buffalo, New York; Baltimore, Maryland; Cincinnati, Ohio; and Pittsburgh, Pennsylvania. In 1922 the Conference met in Springfield, Massachusetts.

An attendance at the 1939 Conference is anticipated from every State in the Union with a substantial number from foreign countries. For those coming from a distance it will afford also an opportunity to visit the New York World's Fair. Active preparations are already under way, and while it is too early to make any definite announcement with regard to Convention headquarters and Conference program, present indications are that it will be one of the biggest and best conferences in the history of the participating organizations.

National Resources Committee Notes

Recently the National Resources Committee has issued three more publications in its series of digests of the major reports of the Committee. These publications, "Regional Planning," "The States and Planning" and "Population Problems," in general give a summarized view of what the previous technical reports issued by the Committee on the same subjects have covered. These digests as well as others in the series are available from the National Resources Committee.

The National Resources Committee is releasing a series of background reports by 45 joint State-Federal committees covering the major drainage basins of the United States. Each of this series of reports contains a program of recommended construction and investigation projects and a statement on the outstanding water problems of the basin by the chief Federal and State agencies concerned.



One-third of all American families and individual consumers had incomes of less than $780 in the year 1935-36, one-half had less than $1,070 and two-thirds less than $1,450 according to the report "Consumer Incomes in the United States: Their Distribution in 1935-36" (available from the Superintendent of Documents, Washington, D. C., for 30 cents per copy) of the National Resources Committee transmitted recently to President Roosevelt. Approximately nine-tenths—89 per cent—received less than $2,500. At the other end of the income ladder, the report shows that about two per cent of all "consumer units" received incomes of $5,000 and over, and less than one per cent received $10,000 and over.

The report gives the most complete picture ever presented of the division of the national income among the American people. It shows estimates of the incomes received by the Nation's twenty-nine million families of two or more persons, by the ten million single individuals living alone or as lodgers and by the two million persons living in institutions and in military posts, labor camps and other institutional groups. For families—including 91 per cent of the population—this broad national picture is traced in more detail to show the flow of income to farms, villages and cities, to geographic regions, to different occupational groups, to families of different size, and—in the South and in northern cities—to the white and Negro population.

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The United States will reach its population peak within fifty years with a maximum of approximately 158,000,000 according to the report, "The Problems of a Changing Population" (available from the Superintendent of Documents, Washington, D. C., for 75 cents per copy), to the National Resources Committee from its Committee on Population Problems which was transmitted to President Roosevelt and made public recently. After this peak is reached, unless growth is accelerated by a changed immigration policy, a period of slow population decrease is predicted.

The report "Problems of a Changing Population" deals with the human resources of the Nation in the same broad and comprehensive manner that our natural resources were treated in the 1934 report of the National Resources Board, predecessor of the Committee.

With a population of 158,000,000 within fifty years set as a maximum, the Committee also gives a minimum estimate putting the population peak at 139,000,000 in 1955 with a decrease of 10,000,000 during the following quarter century.

The signs of change in population trends are already apparent according to the Population Committee, which found that the rate of growth during the depression was only half of that which occurred during the decade, 1920-30. It was also found that the rate of increase from 1920 to 1930 was lower than in any preceding decade.

In general, the Committee sees no cause for alarm in the impending cessation of population's growth, but suggests that the anticipated trend during the next half century may offer an opportunity for

working out better human relations.

Changes in age distribution is accompanying the trend in total population. The report estimates that in 40 years there will be an approximately equal number of persons—about two million—at each year of age from birth to 60 years. This estimate is based on medium assumptions as regards births and deaths and with no allowance for immigration. It is predicted there will be a smaller number of persons at the later ages but they will form a much larger proportion of the total than at present.

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Revealing that knowledge of basic population problems in the United States is incomplete at many critical points, the National Resources Committee has suggested to 45 State Planning Boards that they encourage and participate in the future collection of essential information. To facilitate this participation the Committee has forwarded to each State Planning Board a suggested procedure for studying population problems, which was prepared on the basis of data developed for its recent report to President Roosevelt on "Problems of a Changing Population."

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Foreseeing a rôle of growing importance for the State Planning Boards now organized in forty-five States and citing their accomplishments as evidence of progressive development in decentralized planning throughout the country, the National Resources Committee transmitted to President Roosevelt recently a report on "The Future of State Planning" (available from the Superintendent of Documents, Washington, D. C., for 25 cents a copy).

Commending the report in a letter to Frederic A. Delano, Vice-Chairman of the National Resources Committee, President Roosevelt said:

> The report on The Future of State Planning, submitted to me by the National Resources Committee, marks another step forward in the planning movement for the wise conservation and development of all our resources. Under our democratic procedures we can make sure progress through participation in planning by citizens at all levels of Government. The State Planning Boards now successfully at work in almost every State of the Union have a great opportunity to secure the interest and participation of all American citizens in shaping the future of their States and of the United States.

In describing the development of State Planning Boards during the past five years the report shows that while most of their energies have been devoted to the collection of basic data and establishment of working relations with other governmental agencies, many boards have already seen their recommendations approved by the legislatures and executive agencies responsible for putting plans into effect. In some States long-range plans for specific governmental activities have been formulated and, in a few instances, comprehensive plans for the use of state resources are taking form.

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In its recent report "Forest Resources of the Pacific Northwest" (available from the Superintendent of Documents, Washington, D. C., for 25 cents per copy), the Pacific Northwest Regional Planning Com-

mission urged immediate and general adoption of sustained-yield management to conserve a major resource of the region, in order to avert a crisis which the Commission believes confronts the forests of the Pacific Northwest. The report published by the National Resources Committee thus reëmphasizes the importance of sustained-yield management as advocated by the U. S. Forest Service, which together with private, state and Federal agencies coöperated in preparation of the report.

The local importance of the forests in furnishing a livelihood for a large proportion of the population and in supporting business and service activities is stressed in the report which also declares that the problem is a National concern since "half the remaining timber supply and forty per cent of the water power resources of the United States are located in this region."

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Flavel Shurtleff has been appointed to the panel of consultants of the National Resources Committee and is now working on assignments in Region No. 1 and Region No. 3. In Region No. 1 he is consultant to the Connecticut Legislative Council with particular reference to an economic study of the three eastern counties. In Region No. 3 he is preparing a report on roadside conditions, including legislative proposals for their improvement.

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We regret that Professor O. B. Jesness was erroneously listed in the April-June Notes as Chairman of the Minnesota State Planning Board. We are informed that Professor Jesness has not been appointed Chairman of the Board and is not at this time a member of the Board.

Following is a list of Minnesota State Planning Board members: Dr. R. E. Scammon, Chairman; W. R. Sassaman, Executive Secretary; Professor William Anderson, Professor Edgar B. Wesley, Dr. Raphael Zon, Harold Langland, Mrs. Anna Dickie Olesen, Jay Hormel, Charles Egley and John Brandt.

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The Pacific Southwest Planning Conference was held at Santa Barbara, California, September 9 and 10. The official sponsors were Region 8, National Resources Committee, and the state planning boards of Arizona, California, Nevada, and Utah. Coöperating sponsors were the American Society of Planning Officials, American Planning and Civic Association, League of California Municipalities, California County Planning Commissioners' Association and Planners' Institute.

The following general subjects were discussed: The Master Plan, Directing the Growth of Cities, Land Subdivision Problems, Non-Urban Zoning Problems, Coördinated Use of Land and Water—the Basis of Planning in the West, Land and Water in Western Development and Planning—a Means Toward Governmental Efficiency.

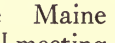
The Proceedings are now being mimeographed and a limited number of copies will be distributed.

New England Chapters

During the summer the Maine, Massachusetts, and Connecticut Chapters participated in several planning conferences in their respective States and furnished speakers for meetings in Mt. Desert, Augusta, and Rockland, Maine, the July meeting of the Massachusetts Federation of Planning Boards in Cambridge and the Fairfield County Planning Association's Field Day in Connecticut.

On October 15 the Maine Chapter will hold its annual meeting at the University of Maine in Orono. Committee reports on suggestive planning and zoning ordinances and on amendments to the state zoning law which have been discussed at previous meetings will be presented for adoption. The zoning law contains no provision for a board of adjustment with power to make variances and exceptions in cases of unusual hardship and makes no express provision for amendment. Since the law provides that all zoning ordinances must be adopted by popular vote, it has been seriously questioned whether amendments must not be adopted in the same way. The proposed changes in the law will permit amendment by council and variances by a board of adjustment.

The Chapter has been invited to provide a speaker at the meeting of the Maine Municipal Association in early November and will take advantage of this occasion to familiarize Maine officials with their opportunities under the zoning law and attempt to secure the support of the Association in its effort to make the law more useful.



The summer program in planning held at Massachusetts Institute of Technology and sponsored jointly by the School of Architecture of the Institute and the American Planning and Civic Association was successfully held during the last three weeks in July. It attracted a very interesting group made up almost equally of graduate students preparing for their professional careers and planning practitioners or university teachers of planning, architecture and engineering, and representing the States of California, Wisconsin, Michigan, New Hampshire and Massachusetts, the Province of Alberta, Canada, the Philippine Islands and Siam.

FLAVEL SHURTLEFF, New York City

NAHO'S Annual Meeting

The National Association of Housing Officials will hold its annual meeting at Wardman Park Hotel, Washington, D. C., October 11, 12, 13, and 14, 1938. This date has been carefully selected so as not to conflict with any scheduled meetings of housing or allied organizations. The last few months have been notable in housing history and the officers of NAHO hope for a large attendance and a very worth-while conference.

Historic Canal to Be Recreation Unit

Restoration of the historically famous Chesapeake and Ohio Canal, to be purchased by the Federal Government with a $2,000,000 PWA allotment, will be limited to the 22-mile stretch between Georgetown, D. C. and Seneca, Md., pending determination by the Secretary of the Interior of a policy regarding the remaining 163 miles to Cumberland, Md.

In addition to the $2,000,000 PWA grant, an extra $500,000 was allotted for construction work, legal expenses and costs of surveying the canal bed.

The canal survey, which will be launched as soon as the last legal impediment to the sale has been removed, will include an estimate of needed repair work required to restore the 22 miles to Seneca to its former physical condition.

At the present time, only a few proposals for the entire route have been considered by planning officials. The immediate project calls for physical restoration of the 22 miles of the lower portion of the canal from Georgetown to Seneca.

Most of the 22 miles have been inspected and preliminary work in shaping the canal bed together with restoring the 22 locks between Georgetown and Seneca, and the reconstruction of the Seneca feeder dam, will be started with funds from the $500,000 grant. Some of this work will be done by CCC enrollees who will take an active part in the general restoration program.

The Great Falls area lends itself ideally to diversity in the types of recreation, picnicking and the like, according to inclinations. There would be the scenic splendor of the Falls, and a panoramic expanse of the palisades of the Potomac below within easy motoring distance from the White House.

Raymond H. Torrey

1880—1938

Members of the National Conference on State Parks will regret to learn of the death of Raymond H. Torrey on July 15, 1938.

Mr. Torrey was president of the N. Y. Torrey Botanical Club, a member of the Executive Committee of the Appalachian Trail Conference, secretary of the American Scenic and Historic Preservation Society and has been connected for many years with the Palisades Interstate Park Commission. He conducted a column, "The Long Brown Path," in the *New York Post*. He was the organizer and chairman of the New York–New Jersey Trail Conference and also secretary of the Association for the Protection of the Adirondacks. An indefatigable writer, he prepared hundreds of stories for newspapers, books, and magazines on outdoor topics.

As field secretary of the National Conference on State Parks, 1925–1927, he traveled throughout America to report upon the progress of state park development in this country. His report entitled "State Parks and Recreational Uses of State Forests in the United States," was published by the Conference in 1926.

He prepared numerous trail handbooks which were used as guides by thousands of walkers.

Three Valuable Park Publications

U. S. National Park Service. 1937 Yearbook; park and recreation progress. Washington, Govt. Printing Office, 1938. 55 pages. Illus., maps, tables, chart (folded). Price 25 cents.

Federal and state coöperation gave nation-wide impetus to the park and recreation movement during 1937. The 1937 Yearbook just issued by the National Park Service discusses recent park progress and gives a summary of the year's accomplishments. It stresses the importance of master planning in the development of park systems.

One of the articles in the Yearbook states that the advance in public thinking has brought about a new attitude toward parks. There has been a wider distribution of national parks, with several important areas established in the East and new types of areas included in the national park system. State parks have greatly increased in number. Municipal parks have likewise increased in number and their quality improved. Another important trend indicated is the tendency of cities to acquire park property outside city limits.

That parkways or freeways, or limited motorways, will form a national system for recreational travel in the future is forecast. State Parkways, the Yearbook states, are comparatively new, although nine States definitely mention parkways in their laws relating to state parks and recreation.

The Yearbook contains a résumé of the progress of the Park, Parkway and Recreational-Area Study authorized by Congress.

Good, Albert H. Park and Recreation Structures. Washington, U. S. National Park Service. 3 volumes. Illus., plans, cross sections. Supt. of Documents, Washington, D. C. Price $2.25 (paper covers). Contents: Part I, Administration and basic service facilities; Part II, Recreational and cultural facilities; Part III, Overnight and organized camp facilities.

In these three volumes, many of the better architectural achievements of the National and State Parks are pictured or diagrammed. Man-made structures in natural beauty-spots are necessary for the comfort and enjoyment of park visitors, and yet their design and construction constitutes a real problem unless careful discrimination and real talent are exercised.

Everybody will take pleasure in the pictures which Mr. Good has selected for his book. The many types and classes of structures reveal the care and seriousness with which park services have approached their task, and the success which has crowned their achievements.

Page after page of charming illustrations demonstrate that facilities of all kinds may be provided for the public with no impairment of the natural environment.

The structures noted in these three volumes range from picnic tables, picnic fireplaces, shelters and kitchens, concessions and refectories, trailside seats and overlooks, dams and pools, bathhouses and dependencies, markers, shrines and museums, camp facilities, including lodges, inns and hotels, to equipment and maintenance buildings and staffs' headquarters.

U. S. National Park Service for the Land Planning Committee, National Resources Board. Recreational Use of Land. 1938. Supt. of Documents, Washington, D. C. Price $1.25.

This report was prepared by the National Park Service in 1934, but was delayed publication by circumstances beyond control until 1938.

It appraises as of 1934 the Nation's outdoor recreational requirements, describes the extent and use of public lands for recreation, and offers a program for the development of such lands in order to satisfy the requirements of the people. It shows the need for such extensive recreational land-use planning on a national scale as is now authorized and being conducted by the National Park Service under Public Law No. 770½—74th Congress.

Recent Publications

Compiled by Katherine McNamara, Librarian of the Departments of Landscape Architecture and Regional Planning, Harvard University

Adams, Thomas. Memorandum upon improvement schemes for central areas and their relation to town planning and slum clearance. London, National Housing and Town Planning Council, Apr. 1938. 9 pages. Illus., plans.

American Public Health Association. Committee on the Hygiene of Housing. Basic principles of healthful housing; preliminary report. N. Y., The Association, Mar. 1938. Pages 351–372. *Reprinted from* the American journal of public health and the Nation's health, Mar. 1938; vol. 28, no. 3. Price 25 cents.

American Society of Planning Officials. Zoning changes and variances. Chicago, The Society, Apr. 1938. 7 pages. Lithoprinted. Tables. (Bulletin no. 43.)

Automobile Club of Southern California. Engineering Dept. Traffic survey: Los Angeles metropolitan area. [Los Angeles], The Club, 1937. 52 pages. Illus., maps (folded), diagrs., cross sections (part folded), tables, charts.

Britten, Rollo H. The national health survey: 1935–36. Adequacy of urban housing in the United States as measured by degree of crowding and type of sanitary facilities. Washington, Division of Public Health Methods, National Institute of Health, U. S. Public Health Service, 1938. Unpaged. Mimeographed. Tables. (Preliminary Reports, The National Health Survey, Sickness and Medical Care Ser., Bulletin no. 5.)

Chapman, H. H. Tentative proposals for defining the character of national parks, national forests, and wilderness areas [by the Society of American Foresters]. New Haven, Conn., [The Society], Dec. 31, 1937. 5 pages.

International Federation for Housing and Town Planning. Final report of Paris Congress, July 1937. Bruxelles, The Federation, [1937]. Various paging. Mimeographed.

Macfadyen, Norman. Health and garden cities. [London], Garden Cities and Town Planning Association, [1938?]. 11 pages. Illus. (Pamphlet no. 1; New Series.) Price 6d.

Martin, John G. Facts and figures regarding the present housing situation in England and Wales; rev. London, National Housing and Town Planning Council, Apr. 1938. 16 pages. Tables.

Metropolitan Housing Council. Committee on Public Housing. Where are we in public housing? Report. Chicago, The Council, Nov. 1, 1937. 20 pages. Mimeographed.

Mulford, Furman Lloyd. Planting the roadside; rev. Jan. 1938. Washington, Govt. Printing Office, 1938. 38 pages. Illus., maps, plans, cross sections. (U. S. Dept. of Agriculture. Farmers' Bulletin no. 1481.) Price 5 cents.

National Association of Housing Officials. Demolition of substandard housing: an outline of current principles and practice. Chicago, The Association, Apr. 1938. 46 pages. Varigraphed. Illus., tables.

————. Housing yearbook, 1938. Editor, Coleman Woodbury. Chicago, The Association, [1938]. 315 pages. Tables. Price $2.00.

National Housing and Town Planning Council. Community centres: some

lessons from the new housing estates. London, The Council, [Apr. 1938]. 14 pages. Plans.

NEBRASKA. STATE PLANNING BOARD. Nebraska's population; a preliminary report. The Board, Dec. 15, 1937. 136 pages. Mimeographed. Maps, tables, charts.

NEW YORK BUILDING CONGRESS, INC. LAND UTILIZATION COMMITTEE. Problems affecting housing; a summary of points of view. N. Y., The Congress, Mar. 1938. 39 pages. Price 25 cents.

PENNSYLVANIA. STATE PLANNING BOARD. Drainage basin study of Pennsylvania. Harrisburg, The Board, 1937. 3 vols. Mimeographed. Maps (part folded), tables.

Contents: vol. 1, Delaware, Lehigh and Schuylkill Rivers; vol. 2, Susquehanna, Potomac, Genesee Rivers, and Chesapeake Bay; vol. 3, Upper Ohio and Beaver Rivers and Lake Erie.

POST, LANGDON W. The challenge of housing. N. Y., Farrar and Rinehart, Inc., 1938. 309 pages. Illus., maps. Price $3.50.

STRAUS, MICHAEL W., and TALBOT WEGG. Housing comes of age. N. Y., Oxford University Press, 1938. 259 pages. Illus., tables. Price $2.75.

TODD, ARTHUR J., and OTHERS. The Chicago recreation survey, 1937, a project sponsored jointly by the Chicago Recreation Commission and Northwestern University. By Arthur J. Todd, in collaboration with William F. Byron, Howard L. Vierow. Conducted under auspices of the Works Progress Administration, National Youth Administration, Illinois Emergency Relief Commission. Chicago, [Chicago Recreation Commission], 1937–38. 2 volumes. Maps, tables, charts.

Contents: vol. 1, Public recreation; vol. 2, Commercial recreation.

U. S. BUREAU OF AIR COMMERCE. Descriptions of airports and landing fields in the United States, January 1, 1938. Washington, Govt. Printing Office, 1938. 222 pages. (Airway Bulletin no. 2.)

U. S. FOREST SERVICE. Community forests; a few brief explanations of what they are; why and how they are established and administered. Washington, The Service, [1938]. 6 pages. Mimeographed. (B-16.)

U. S. NATIONAL RESOURCES COMMITTEE. Planning our resources. [Washington, Govt. Printing Office], Mar. 1938. 35 pages. Price 10 cents.

————, pub. Forest resources of the Pacific Northwest; a report by the Pacific Northwest Regional Planning Commission. Washington, Govt. Printing Office, 1938. 86 pages. Maps, tables, charts. Price 25 cents (paper cover).

————. COMMITTEE ON POPULATION PROBLEMS. The problems of a changing population; report . . . May 1938. Washington, Govt. Printing Office, 1938. 306 pages. Maps (part folded), tables, charts. Price 75 cents (paper cover).

————. STATE PLANNING REVIEW GROUP. The future of state planning, March 1938; a report to the Advisory Committee. Washington, Govt. Printing Office, 1938. 117 pages. Maps, charts. Price 25 cents (paper cover).

U. S. WORKS PROGRESS ADMINISTRATION. New York City's highway system, present and future; report of a study by the Works Progress Administration project, sponsored by the Mayor's Committee on City Planning. . . N. Y., The Administration, Apr. 1938. 32 + 10 pages. Mimeographed. Maps (one folded), tables.

Other publications of the Works Progress Administration are: Financing New York City's future permanent improvements, by F. Dodd McHugh; Bay Ridge community study; East Bronx community study; Greenwich Village community study; Status and trends of industry in New York City; Water supply and sanitation, by F. Dodd McHugh.

————, and OTHERS, comps. Traffic survey data on the city of St. Louis, compiled by Works Progress Administration, in coöperation with Missouri State Highway Department . . . and the Board of Public Service of city of St. Louis . . . Prepared by Charles H. Diel . . . with the assistance and coöperation of W[illia]m F. Saunders and Lawrence M. Farrell . . . [St. Louis, The Administration, 1938.] 36 pages. Illus., maps (folded), diagrs. (folded), tables, charts (part folded).

WALKER, MABEL L. Urban blight and slums: economic and legal factors in their origin, reclamation, and prevention; with special chapters by Henry Wright, [and others]. Harold S. Buttenheim and Lawson Purdy, sponsors. Cambridge, Harvard University Press, 1938. 442 pages. Illus., maps, plans, tables, chart. (Harvard City Planning Studies, XII.) Price $4.00.

WILSON, ROBERT. Planting and care of shelter belts on the Great Plains; rev. by Ernest J. George. Washington, Govt. Printing Office, 1937. 25 pages.

Planning and Civic Comment

Successor to: City Planning, Civic Comment, State Recreation

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PLANNING AND CIVIC COMMENT

Published Quarterly

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Planning and Civic Comment

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A Revival in City Planning

By FLAVEL SHURTLEFF

THESE times put a premium on positive statements. More and more we preface with "it seems" and intersperse with "perhaps." So much is this true that such qualifications are almost implied and automatically attached to all positive statements. However, the next paragraph is intended as written.

There is clearly a revival of city planning as distinguished from state planning and inter-state or regional planning. Planning boards long dormant are waking up. Master plans are coming out of the archives. Zoning regulations are being overhauled and being made more protective. City people are getting curious about general city conditions, more conscious of their neighborhood and more critical of budgets.

Recital of evidence and analysis of the causes of this city planning awakening will not be particularly profitable. Within a week a fine suburban town has officially asked the United States Housing Authority to cancel its application for a slum clearance project for which $900,000 has already been earmarked. The petition for the abandonment of the project was signed by 7,000 voters in a total registration of 22,000. All kinds of motives were represented in the signatures.

Whether enlightened self-interest or disinterested civic spirit was the dominating motive, no public discussion in recent years has so roused the town, and none has been carried on more intelligently. Planning and public housing thrive on just that kind of public interest.

The minimum requirements for sound economic and social community development are a plan and a system of planning administration established by law and supported by the people. The detail of the plan may vary from city to city without loss of its value, but essential ingredients are carefully assembled data and experienced technical analysis of the data. The administration should be in the hands preferably of an official body as free as possible from prejudices, political or otherwise, and every development project that affects the plan should be referred to this board for review and report. To impose the task of planning administration on the department of public works or on the park department is unfair to those departments, limits the usefulness of the plan and tends to weaken public support.

The experience of many cities in the last twenty years shows conclusively that plans have failed not because the planning theory is visionary, but because the essentials

of administration have been neglected. Some cities are long on plans and short on administration. An internationally known summer resort has had three plans made in the last fifteen years, but in all this time the planning board has not received a dollar from the city treasury. Occasionally the planning board has been called upon for advice, but there is no established habit of reference of development projects to the planning board. This city's planning needs are at least two-fold. The planning ordinance should be amended by strengthening the legal position of the plan and of the planning board. A yearly appropriation for the work of the planning board should be large enough to secure the services of a person trained in planning who would have a full-time job of reducing the three city plans to one, advising the board on all technical questions and organizing the community to support the planning program. If the city treasury cannot stand the expense, contributions may be secured from individuals and civic groups which have already shown appreciation for a planning program.

Other cities are long on administration and short on plans. Their planning boards in many cases date back twenty years and have considerable accomplishments to their credit, but they have been almost fatally handicapped by lack of any guide to right decisions. Their judgment can well be questioned by other city departments, and they can claim the support of the people only because of their integrity as public servants. The answer to this problem is obviously a plan, but in a city of any size that means a considerable yearly appropriation over a two- or three-year period. City councils elected on a platform of economy will not make appropriation for planning unless there is a public demand. The best recommendation in such cities is the employment on the staff of the planning board of a full- or part-time person trained in publicity and organization of public opinion. A citizens' planning association may be the result, which not only will demand an adequate appropriation but which will also help out with a contribution for the services of a planning consultant.

Then there are the cities where the plans are but sketchy and based on insufficient data, but where a zoning ordinance has been administered with success for several years. Adopted when the zoning theory was new, the zoning regulations were the result of many compromises and did not give full measure of protection. The people have grown to appreciate what zoning can do for their neighborhood. They demand a better zoning system. In such a city the best recommendation is to perfect the plan along with the zoning ordinance.

Many places are too small to engage the services of a technically trained person either for the making of the plan, the drafting of a zoning ordinance or continuing technical advice. The suggestion has been made that two or three such neighboring places could unite in securing consulting services for a district plan and for separate local zoning ordinances and could keep the planner on the joint payroll for continuing

technical advice. This sounds good in theory but it has not, so far as the writer knows, worked out in practice. An alternative is the formation of a citizens' district or county planning association which will raise enough money to keep a technical adviser on the staff whose services will be available for towns not otherwise able to secure them.

It almost seems that the answer to the problem of planning administration is money, but we have already seen that plans without the habit of reference and without public support are vain things. The money for plans and the legal machinery for planning administration will be forthcoming when public opinion is aroused to demand them.

The Blue Ridge Parkway

By ISABELLE F. STORY, Editor-in-Chief, National Park Service

The Blue Ridge Parkway through Virginia and North Carolina has developed during the past year from its pioneering stage to a point where the final result can be visualized. Since 1934 it has faced selection of a 500-mile route from four widely separated proposals in as many States, the acquisition of thousands of acres of land from wary mountain peoples and the uncertainties of road planning over rugged terrain, some portions a mile above sea level. Completion of the general reconnaissance and progress of actual construction has recently thrown more certain light on this new venture into the field of Federal parkways; 106 miles of the drive are scheduled to be ready for traffic by the spring of 1939. They await only completion of the landscape development to comprise a sizable demonstration of what may be expected of the thirty million dollar tourist-way.

Generically, the project is no closer than a distant relative of the parkways near New York City and that near Washington, D. C., nor does it bear more than remote likeness to the Skyline Drive in Shenandoah National Park from which it grew. While, by accepted legal definition, "a parkway is a road devoted to recreation," it is notable that those parkways so far developed in this country carry a large volume of traffic which is clearly not pleasure or recreation bound. These parkways operate perhaps primarily as passenger car arteries carrying a known volume of regional traffic and on that basis alone they may be proven sound. From them the Blue Ridge Parkway has borrowed the basic design principle of the broad right-of-way but the project is not simply a first use of this principle over a greater length of rural countryside. It is the first use of the parkway idea, purely and wholeheartedly for the purposes of tourist recreation as distinguished from the purposes of regional travel. Like any vacation land, it must itself constitute the invitation to the tourist and that invitation should

tempt the traveler to follow through its 480-mile course between the Shenandoah and the Great Smoky Mountains National Parks, its terminal objectives.

On the theory that long-distance motoring is often tiring physically and to the sense of appreciation as well, two qualities have been sought in selecting the route of the parkway—drivability and diversity of scenery. Where ease of driving has been difficult to attain, viaducts, tunnels, retaining walls and hand-laid rock embankments will gear the drive to modern car requirements, subduing the sharp curves and the steep grades of the casual mountain road. Relocation of local highways disturbed by the construction will provide separate routes for commercial vehicles, allowing the parkway to be operated for passenger cars only. Grade elimination bridges of stone and timber will carry the parkway over the principal trans-mountain highways. While the new two-lane road follows the Blue Ridge closely, only intermittent sections will ride on or near the skyline in the manner of the Shenandoah drive. Rugged topography has served to deflect a continuous skyline location and also its designers have deliberately chosen to avoid certain mountains in order to introduce other types of scenery. Thus, the parkway will thread a varied pattern of countryside. In the valleys paralleling the range, stretches of deep forest play against farm fields and pastures. Skirting Roanoke and Asheville, the route settles to cross the James and French Broad Rivers in effective contrast to the dramatic panoramas which are seen from the approaching sections. Some eighty miles of the parkway near the Virginia-Carolina border ease over grassy highlands which break in a sharp escarpment to the Piedmont. In remote sections the parkway passes abandoned dwellings, picturesque water mills and the traces of logging camps, at once reminding that the venerable Appalachians have indeed sheltered a history of their own. By many who have traveled widely, the Blue Ridge are said to be friendly mountains and the qualities that make for this are clear to the most casual analyst. They are among America's oldest, created by heroic faulting and erosive action long before the glaciers had carved out the northern peaks. Ages of winds and rains have softened the sweep of finger ridges into the valley and rounded the harsh edges with forests. And yet, as with all aging, time has exposed the sterner side as well. Sheer slopes of stone and craggy pinnacles have held face against the general leveling, the advancing forests and the force of the many streams that course the watersheds. But the Blue Ridge Mountains are perhaps the most notable for a growth of forests which ranges wide in type and full in vigor from the low elevations to the high. The deciduous timber and the evergreen intermingle in showy contrast. Mountain laurel and rhododendron cover the forest floor along with such deciduous aristocrats as the dogwood, the shadblow, and the azaleas.

Among the notable geographical features of the parkway route in Virginia are the George Washington

and the Jefferson National Forests, the Peaks of Otter and the Pinnacles of Dan, and in North Carolina, Grandfather Mountain, Linville Gorge, Pisgah National Forest and Mt. Mitchell, the highest elevation east of the Rockies. Nearing the Great Smokies, the drive will pass the Qualla Indian Reservation of the Eastern Band of Cherokees.

Acquisition by the States of Virginia and North Carolina of a broad right-of-way for transfer to the Park Service is obviously important in conserving the kaleidoscopic pattern of roadside types along the parkway. The width of taking varies from 200 to 1500 feet in accordance with the requirements. Augmenting the outright purchase of parkway lands are occasional scenic easements. Through such agreements, which are applied almost solely to agricultural sections, the abutting owner agrees not to place sign boards, commercial buildings or refuse within sight from the drive, but he retains free use of his lands for farming. As a further measure to control the rural picture, those parkway lands purchased outright, but which are suitable for continued agricultural use, will be leased by the Government to the nearby farmer. Thus, while decreasing Federal costs for roadside maintenance, the blue-grass pastures, the corn and wheat will sweep unbroken to the road edge safe from the intrusions of a less placid commercial world.

The Blue Ridge Parkway might more accurately be referred to as a park and parkway system. The concurrent development of parks to the side into which the tourists may withdraw from the traffic is no less important to its full functioning as a new type of tourist facility. These park expansions are planned at intervals of 20 to 30 miles and the boundaries will conserve scenic areas several square miles in extent. Picnic and auto camp grounds and lakes for boating and fishing are being developed. Motor service stations, food shops, and in a few isolated locations, modest lodging accommodations will complement those of nearby resort towns and facilitate a stop-over of hours or of days. From these developments near the parkway, foot and bridle trails will lead into the greater seclusion of large forest tracts to be conserved as wilderness for the tramper and sportsman.

Thus, the National Park Service and the Bureau of Public Roads see the Blue Ridge project as an elongated park for the leisurely vacationer.

Rexford G. Tugwell to Speak at Joint Dinner

On the evening of January 27, 1939, the American Planning and Civic Association will hold a joint dinner with the American City Planning Institute, at the Washington Hotel, Washington, D. C. Mr. Rexford G. Tugwell, Chairman of the New York City Planning Commission, is to be the speaker. The Annual Meeting of the Board of Directors of the AP & CA will be held the following day, January 28.

EDITORIAL COMMENT

Thomas Jefferson Memorial Absurdities

Thomas Jefferson was a great man. At least we can agree upon that. But there is no agreement on what sort of memorial he should have and where it should be placed.

Some of the queerest contradictions and absurdities have cropped up during the consideration of the memorial. Claims and counterclaims have been sent up like trial balloons, some of them bursting in air with loud reports.

Narrative. In 1934 the creation of the Thomas Jefferson Memorial Commission was authorized by Congress. Members of Congress, descendants of Thomas Jefferson, and an eminent architect were appointed to the Commission. Mr. John Russell Pope, a leading architect, was engaged to suggest a site and design the memorial. He submitted to the Commission four general plans on as many sites: one on the south side of the Mall opposite the Archives Building; another at the west end of Lincoln Park; a third at the east end of East Capitol Street; and a fourth on the White House axis in the Tidal Basin. The Jefferson Memorial Commission, without consultation with other groups, selected the last. This plan was for a Pantheon type of structure, to be placed on the south axis from the White House at a point where it would be crossed by Maryland Avenue. Unfortunately the Act provided that the Thomas Jefferson Memorial Commission might consult the national Commission of Fine Arts but did not make the submission of plans mandatory. No mention was made of the National Capital Park and Planning Commission. An unfortunate omission.

Claim. It is believed by some and especially by one high authority that the White House axis site south of the Tidal Basin is the most important unoccupied place for a memorial in the Federal City.

Counter. The original L'Enfant plan showed the then existing shore line of the Potomac, running, as it did, quite near the White House (say Seventeenth Street and Constitution Avenue), with no structure indicated between the White House and the river. Notes indicated that L'Enfant valued the open view of the river from the White House portico. Since that distant date, the whole of Potomac Park has been dredged from the flats of the river, the shore line has been pushed a considerable distance south, and hundreds of trees have closed in what once was an open view; furthermore, the railway embankment and the Fourteenth Street bridge also shut off the view.

Claim. However, though much of this filling was done since 1901, the Plan of 1901 did emphasize the site for a future monument at this point.

Counter. While it is true that the Commission of 1901, composed of eminent artists, revived and modified the original L'Enfant Plan,

they created a new cross axis through the Mall which does not run parallel to either side. They suggested triangles north of the Mall to take the overflow of public buildings. And, apparently observing the kite-shaped section, bounded by avenues, they drew in a similar, though less extensive, triangle to the south of the Mall, and suggested a future site for a monument at the crossing of the White House axis and Maryland Avenue. At the time, the Army engineers were creating the Tidal Basin on quite another plan, and, during the nearly forty years which have elapsed since then, Potomac Park has been planted with the cherry trees, reflected in the quiet waters of the Basin, and many elms and other shade trees.

Narrative. Almost everybody had forgotten that such a site had ever been drawn on the Plan of 1901. Some of the later National Capital Park and Planning Commission's drafts had omitted it altogether. In the last quarter of a century, since the plantings have matured, a great many American citizens have visited Washington each year and have come to have an affection not only for the cherry trees, but for the entire picture created by the irregular shore line of the Tidal Basin, the river drive, and the many gracious shade trees which make the park a charming scene.

Crisis. It is not strange, therefore, that when it became known that the Thomas Jefferson Memorial Commission was offering a grandiose plan for a large structure which would match or even overshadow the Lincoln Memorial, it was realized that the Tidal Basin, with its delicate border of cherry trees and lovely park areas around it, would be almost completely wiped out, there was a loud and bitter protest against such desecration. It soon became apparent that some change in plans must be made. Under pressure, the Thomas Jefferson Memorial Commission consented to the reduction in the scale of the Pantheon type by about one-fourth and the placement of the building close to the water's edge south of the Basin instead of on a huge artificial mound in the Basin itself.

Claim. The Pantheon design, reduced or unreduced, is still a weak variation of the Pantheon-domed Mellon Art Gallery, also designed by Mr. Pope, and now under construction. With its encircling colonnade, it is not a true derivative of its simple prototype in Rome.

Counter. This Pantheon type of architecture is a recognized survival from the past, a type much admired by Jefferson himself, and there is no reason why it should not be used in more than one structure in the central composition of Washington.

Narrative. The national Commission of Fine Arts finally, when it met to pass upon the site and plans for the Thomas Jefferson Memorial, objected to the Pantheon type on the proposed site and suggested an open colonnade. This was once approved by the Thomas Jefferson Memorial Commission. But, when it was discovered that Mr. Pope had first offered such a design for a monument proposed for Theodore Roosevelt on this very site, the Thomas Jefferson

Memorial Commission reversed itself, though Mr. Pope had actually won the "T. R." competition on the artistic merits of his design. (The Roosevelt Memorial Association has since purchased Analostan Island as its memorial.)

As the matter now stands, the Thomas Jefferson Memorial Commission has secured an initial appropriation of $500,000 of an estimated $3,000,000 to build the reduced Pantheon type of memorial on a site on the south axis of the White House, but pushed south of the Maryland Avenue intersection. Thus the kite plan of 1901 has been distorted a little, though not materially for, like the center axis of the Mall, it can only be seen from the air. The National Capital Park and Planning Commission, acting jointly with the Commission of Fine Arts, has approved the site, although the national Commission of Fine Arts still objects to the design on this site.

Result. The net result is that no one is satisfied. The Thomas Jefferson Memorial Commission, perhaps reluctantly, approved the modified design and site, in order to get action. The national Commission of Fine Arts is unanimously opposed to present plans and perturbed that the precedent of a quarter of a century should have been broken in the selection of a design and site for an important monument in Washington without its approval. The National Capital Park and Planning Commission, which acted in the interest of harmony, finds that there is no harmony. For the next three to four years at least, there will be a construction mess in the middle of one of the charmingly mellow pictures in Washington parks. When the Memorial is finished, there will still be all the problems of approaches and the unsightly railroad and highway bridges, so that it may well be that ten or more years will elapse before the new picture will take the place of the existing scene.

One eminent authority declares that in his opinion it is unfortunate that *any great memorial structure* should be placed on the White House axis in or south of the Tidal Basin *until* a solution has been found and agreed on for relating it visually in a satisfactory manner to the Washington Monument portion of the main composition extending from the Capitol to the Lincoln Memorial. No such solution has been found. Obviously these studies should be made and decisions reached by competent authorities *before* construction begins.

Moral. All proposals for monuments, public buildings and sites in the Federal City should be *required* to be submitted to the national Commission of Fine Arts, the National Capital Park and Planning Commission and the D. C. Zoning Commission for thorough study and approval *before they are adopted and plans for the surrounding area should be worked out and approved before construction of any monumental building or memorial is started.*

An Experiment in Public Housing

The housing in Washington, for which President Roosevelt has authorized a loan from the U. S. H. A., will be operated under somewhat different conditions from the housing projects in other parts of the country. The Alley Dwelling Authority, which has been providing low-rental housing on a small scale for some years, has made its projects stand on their own financial feet. The lowest rent housing has been produced at low cost. The units have adequate light and air. They are well built and clean. They are provided with plain plumbing fixtures and no frills. The rentals are low but they pay for amortization, interest, taxes and upkeep. Some of the rentals are paid by relief agencies for families who need help.

Curiously enough, the USHA was pressing the ADA to accept the gift of a subsidy to be spread evenly among all tenants regardless of difference in income, a family with an income of $1,000 receiving the same assistance as one with $600. This is the form of subsidy granted to housing projects elsewhere. But the ADA was looking this gift horse in the mouth. In the interest of providing much-needed housing for those who are now poorly housed in the Nation's Capital, a compromise was reached.

President Roosevelt has now approved a $6,600,000 loan from the USHA to the ADA, which with the $763,000 which the ADA will raise by sale of debentures, is expected to construct some 1,200 new homes for about 5,000 persons with family income not more than $1,100 a year. The money will be spent for two projects for white families and two for colored families, one each to be on a slum site and two to be built on vacant land but providing for the destruction of an equivalent number of slum houses.

Under the agreement between the two housing authorities, subsidies will be granted to the ADA on the four authorized projects, but the ADA secured a change from requirements applied elsewhere leading, as it believed, to the creation of large communities dependent upon permanent government aid and pointed to the failure of the plan to reach the lowest income groups. By the terms of the agreement, subsidies will be applied in Washington on a family basis. Some families living in the ADA projects will be entirely self-supporting while others, when, as and if they need it, will have part or all of their rent paid from the subsidy fund. The virtue of this arrangement is that it does not place a family in a position of looking forward to indefinite subsidies from the Government, but it does take care of those who actually need such help, and it does also, by concentrating the subsidies on the families who need them, reach down into lower income groups than if the subsidies were spread evenly over all the tenants.

In one other respect the ideas of the ADA were followed. Instead of two monster projects—one for white and one for colored tenants—there will be four projects which will fit into the city plan and permit the dwellers to become part of existing communities.

If this method of financing will in fact produce low-cost housing at rentals which can be computed on a business basis and still reach the families of specified incomes, a new contribution will have been made to public housing. If the pooling of the subsidy fund works out so that subsidies are granted only to those families which actually need relief, and these families are housed without segregation in the projects which are otherwise self-supporting, barriers to indefinite multiplication of public housing will have been removed, and we can confidently look forward to a day when decent housing can be made available for all without a backbreaking drain on the public treasury which would inevitably slow up the construction of public housing in the future.

Some of the poorest of our existing housing is so poor that almost any cost, if necessary, would be justified to rid ourselves of the disgrace. But, if one-third of our population is in fact to be rehoused in the next few years, we most certainly need, as Mr. Charles Taft pointed out at the recent housing conference, to make sure we are spending our money wisely and getting our money's worth. Otherwise, the job may be abandoned long before it is completed.

Continuous, Consistent Planning Is Needed

Through many administrations in Washington, the American Planning and Civic Association has advocated planning—planning for the Federal City, planning for cities, regions, and States. In 1929, the Association joined with others to issue the book "What About the Year 2,000?" in which it was proposed that some sort of national planning body be set up.

By executive order we now have the National Resources Committee, but all students of planning and government, so far as we know, are agreed that there ought to be a National Resources Planning Board, non-partisan or bi-partisan, with overlapping terms to insure continuity, set up by Congress to act as a much-needed clearing house for the state and regional planning agencies now functioning in most parts of the country.

Such a commission should be created by the forthcoming Congress to take the place of the present National Resources Committee which exists only by mandate of the President.

Planning boards in most of the States have now been regularized by legislative action. Why should not Congress do likewise?

O. H. P. Johnson, Treasurer AP & CA

Mr. O. H. P. Johnson, President of the National Metropolitan Bank, Washington, D. C., has been chosen Treasurer of the American Planning and Civic Association to succeed George W. White, who died in October, 1938. Mr. White served the Association as Treasurer for the past twelve years.

Zoning Round Table

Conducted by EDWARD M. BASSETT

WHAT IS A LOT?

Before the days of zoning we all knew what a lot was. It was a parcel of land shown on a subdivision plat designated by block and lot numbers and usually vacant. It was a parcel of land, large or small, with or without a house, shown on the tax map by section, block and lot numbers. Everyone knew that these lots were designated for convenience only. There was nothing fixed in their location or size. A developer would deed the northerly half of lot No. 6 and the southerly half of lot No. 7 and think nothing about it. The tax department would alter the lot shown on the tax map when the grantee produced a deed showing that it had been divided. It was fully understood that neither the subdivider nor the tax office fixed the location or dimensions of a lot so that the owner could not alter them.

When zoning began people commenced to think that the municipal authorities could fix the location and dimensions of a lot. Later when planning commissions had the power of approving plats before filing, many considered that the dimensions shown on a filed plat were fixed so that the owner could not change them. This view is all wrong. Lots shown on a plat or on a tax map are no more fixed than they were before. The owner can make a deed of six inches or six feet or any fraction of his lot that he wishes. In every zoned city, deeds are being made all the time between adjoining owners to facilitate an easement driveway or to enlarge a side yard. Such a deed usually alters the lot as shown on a filed plat or on the tax map. If lots were fixed in location and dimensions so that the owner could not alter them, land would cease to be alienable, and no state legislature in this country will go even a little way in rendering land inalienable. A basic doctrine of the English common law is that land shall be freely alienable.

In these days of zoning, however, the impression has gone abroad, even among municipal engineers, that the location and size of a lot can be fixed regardless of a house on it. It is a common saying that lot sizes can be fixed by zoning and the uninformed person concludes that the zoning ordinance and map can fix the size of a lot so that the owner cannot change it. This misunderstanding is especially prevalent since planning commissions have had the power to approve plats before filing. For instance, the subdivider will show lots on his plat 70 feet by 100 feet. This plat will go to the planning commission which will approve it and it will be filed with the county clerk. Sometimes the reason that the lots are shown of this size is because the zoning ordinance requires a lot in this particular district, usually Residence A, to have 7,000 square

feet per family, let us say. When therefore the municipality fixes 7,000 square feet as the lot requirement in the Residence A District and the subdivision map shows 7,000 square feet and this map is approved by the planning commission and filed with the county clerk, it is no wonder that the grantee of one of the lots considers that the size of the lot is fixed by these official doings. Not so, however. He can, if he chooses, make a deed of half his lot to any one. The deed is perfectly valid. The only trouble is that the grantee would have too small a lot to erect a residence.

A more serious situation arises when the municipality decides to alter the zoning ordinance and map so that Residence A District requires 10,000 square feet per family instead of 7,000. This makes no trouble where the grantees have put up buildings under the old zoning regulations. The buildings continue as lawful non-conforming buildings. The trouble comes with the grantee who owns a 7,000 foot lot and cannot get a permit to put up a dwelling because the new requirement is 10,000 feet. He is horrified. He says he has been led into a trap by the municipality. The subdividers are likely to say that they too have been led into a trap. They usually claim that the zoning change from 7,000 to 10,000 is unlawful as to them and that they still have the right to build a residence on 7,000 feet. They are wrong. The reason is that the dimensions of a vacant lot cannot be fixed either to prevent sales of part by the owner or to prevent a future municipal administration from changing the zoning. This exact situation arose in a Westchester County (New York) village and produced an all-round upset that has not yet been straightened out.

The situation, however, is simple if we can go back to the days before zoning when we had no misconception regarding a lot. We knew then that the lot dimensions shown on a plat of vacant land were for convenience only. The same is just as true today. Lot dimensions of vacant land shown on approved plats are for convenience only. They do not and cannot fix lot sizes. They cannot control rezoning.

Lot sizes are fixed only when a building is erected. In zoning every main building must have its lot. A lot for this purpose is the land devoted to one main building with its accessories and required open spaces. Accordingly, the zoning requirement of a certain lot size coupled with a house actually erected thereon fixes the location and size of the lot so long as that house exists.

The planning laws of the State of New York do not require lots to be shown on plats. The reason for this is that it does no good to compel lots to be shown and under certain circumstances it only mystifies officials and land-owners. I would not say that lots should not be shown on plats. It is all right to show them if we keep in mind that they are shown for convenience only and not for any other purpose.

Planning in King County, Washington

At the National Planning Conference held last June in Minneapolis, Joshua H. Vogel gave an interesting account of the county planning commission of King County, Washington, in the discussion which followed: "County, Metropolitan, and Regional Planning." This account is here summarized for the benefit of our readers.

"In King County (2,160 square miles in area) there are several unincorporated town centers, a number of good sized incorporated cities and one metropolitan city of nearly a half million people, Seattle. Most of these towns are individual centers economically; some of them have their own city planning commissions.

"The county planning commission must coördinate the areas between the incorporated towns, as well as coördinate the efforts of the various towns.

"The only sound planning that will endure must consider that the smallest unit is like a germ. It can be the best organism or the most dangerous force either for life or death to local, state, or national planning. Like a germ it is hard to control and handle, as it is often an unseen force.

"County planning commissions, as well as municipal, must have in the background the bulwark of a state planning council to assist in coördinating coöperating units and obtaining legislation for the intermediate planning units, such as intercounty flood or drainage basins units. The state planning council is essential for interstate contacts, also where one State and county have in common a problem with another State and county, as an example: The Columbia River between Washington and Oregon.

"For coördination with federal agencies, and in the Northwest this is of importance as the planning area lies in the midst of vast federal controlled tracts, there is needed the regional interstate planning council.

"The agencies that a western county must work with, work through, work around, can be seen by studying a brief of the King County Planning Commission. A study of the work of its committees points the necessity for committee formation in the planning commission because of the innumerable features that make up a comprehensive plan.

"A study of King County's organization will also explain why King's policy is like the Washington State policy; namely, the county planning commission's function is fact finding and survey, public relations and legislation, rather than administration. After the recommendation of the planning commission has been duly adopted by the legal authority, proper control and check is the only need. This the planning commission must provide for as part of its recommendations. Existing governmental agencies should execute, construct, or administer the planning commission's recommendations. If this is not the policy, planning commissions tend to be-

come traffic, highway, or zoning commissions, too busy with maps and laws to plan for human and natural resources. Planning education is neglected; fact finding is neglected."

The Human and Land Resources of the County Covered

Human Resources and Problems: Education—Youth—Adults; Welfare—Living Conditions, Environment; Immigration—Migration, Changing Population Densities; Labor—Where Available, New Industries; Capital—Availability, Public or Private; Sanitation—Health Conditions, Climatic Assets; Pollution—Past Mistakes, Future Prevention; Public Relations—Will of People, Organization of Efforts; Legislation—Means to an End for Orderly Procedure.

Land Resources and Problems: Forestry and Reforestation—Beautification and Utility; Fisheries—Commercial and Recreation; Water and Watersheds—Domestic Water Supply, Industrial Waters, Flood and Drainage Waters, Irrigation Waters, Power, Seafood Waters; Mineral Lands; Recreational—Parks, Primitive Areas, Game Reserves, Lakes and Streams, Aquatic and Land Sports; Agricultural Lands—Soils; Roads and Bridges; Transportation and Shipping; Waterways; Industrial Lands; Commercial Assets; Land Use Districts, Platting; Tax Delinquency.

A National Historic Site at Salem, Massachusetts

By EDWIN W. SMALL, *Acting Superintendent, Salem, Mass.*

The Nation's first national historic site has been established in the old seaport city of Salem, Massachusetts. An order approved by Secretary Ickes on March 17th designated an area of more than six acres occupied by wharves and buildings in the former maritime center of the city as Salem Maritime National Historic Site.

The creation of this site marks the beginning of a new line of activity of the National Park Service under the authority of legislation approved by the President on August 21, 1935, and generally known as the National Historic Sites Act (S. 2073 "An act to provide for the preservation of historic American sites, buildings, objects and antiquities of national significance, and for other purposes.") By this act the Secretary of the Interior is empowered, among other functions, to "acquire in the name of the United States" and "restore, reconstruct, rehabilitate, preserve, and maintain historic or prehistoric sites, buildings, objects, and properties of national historical or archaeological significance."

The Salem Maritime Site, including boundaries of wharves and docks, covers over one mile of waterfront on Salem Harbor. The historic Derby Wharf, started by Captain Richard Derby in the years immediately preceding the American Revolution and subsequently the scene of the largest shipping in Salem when Salem was a leading port of the New World, extends as a long finger nearly 2,000 feet into the Harbor. Central Wharf, originally built in 1791 by Simon Forrester, a merchant of prominence and former Revolutionary privateering captain, runs parallel to Derby Wharf but is only a third as long.

Buildings which have survived

from the era of the port's outstanding achievements on the sea are also an important part of the area and are of value for their architectural merit as well as historical associations. The Custom House, erected in 1819, possesses details of surpassing beauty. It stands at the head of Derby Wharf and, until the decline of Salem as a seaport in the 1840's, collected large revenues for the Government. Nathaniel Hawthorne served there as a customs officer from 1846 to 1849 and has left an inimitable description of the place and its surroundings in the introduction to the *Scarlet Letter.*

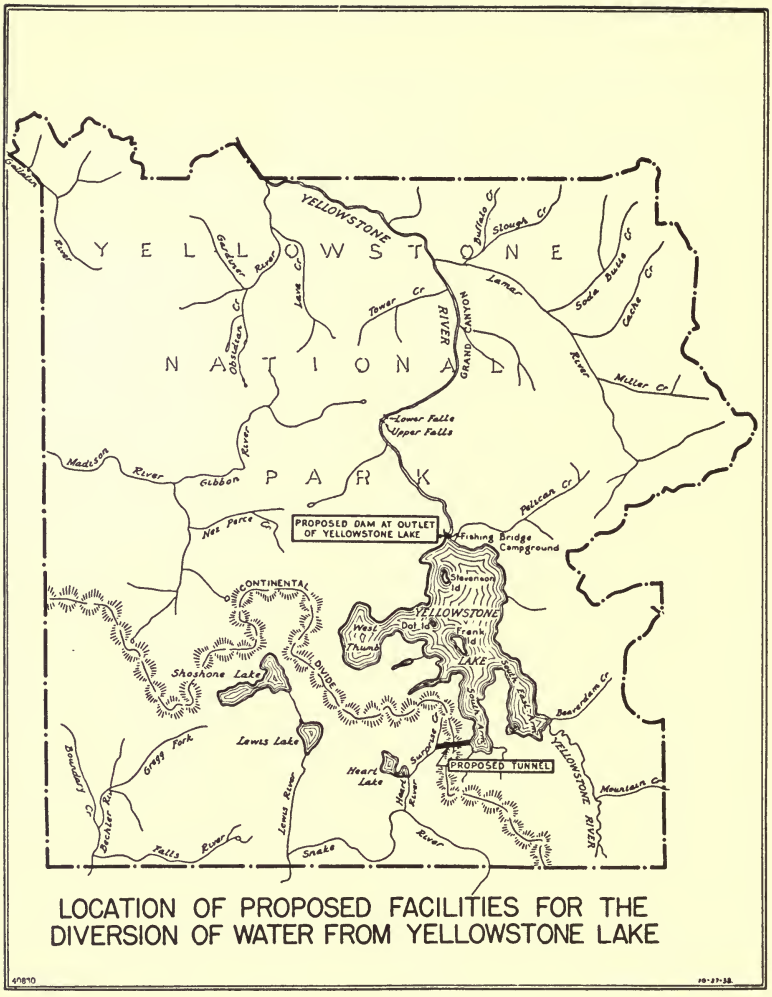
No less significant than the Custom House is the Derby House, a superb brick dwelling where Elias Hasket Derby, son of Captain Richard Derby and foremost American merchant of his time, lived from 1762 until about the beginning of the Revolution. In addition a three-story house and an early store building, typical of the Salem waterfront in the heyday of maritime trade, are to be preserved.

Establishment of the site brings to a successful conclusion more than four years of activity on the part of Harlan P. Kelsey, who first visioned the possibilities of the location and has worked most determinedly to secure the coöperation of the City, the State, various organizations and individuals in meeting the property requirements prescribed by the National Park Service.

Property acquired for the site, including gift parcels, was valued in excess of $125,000. Twenty unsightly buildings used as tenements, stores, and garages have been demolished to make way for the site. In acquiring this property for transfer to the Government, the City of Salem will have spent $100,000 by the time awards for land damages have been completed. Of this sum $50,000 was contributed by the State as a result of action taken by the legislature in 1936. Mr. Kelsey raised $7,500 by subscription among interested residents and descendants of Salem families to secure the donation of Derby Wharf. The Derby House is a gift from the Society for the Preservation of New England Antiquities, which has spent $25,000 since 1927 on the reclamation and restoration of the building.

Through a grant of $110,000 from the Public Works Administration, work has already well progressed on the reconstruction of Derby Wharf. Under the same grant and with additional funds secured from the Emergency Relief Appropriation Acts the reconstruction of Central Wharf, urgent repairs and developmental work on the Derby House, other buildings and the grounds will also be undertaken. Because of entire neglect in recent years and the absence of any substantial repairs since the decline of shipping nearly a century ago, the sea-walls of Derby Wharf have been severely damaged by tidal action and therefore require extensive rebuilding. Central Wharf, lined on both sides with wooden planks supported by fender piles and filled in the center with earth, has been very badly washed and will have to be completely reconstructed.

By locating in Salem the National Park Service becomes identified with one of the basic centers of historical and architectural interest.



LOCATION OF PROPOSED FACILITIES FOR THE DIVERSION OF WATER FROM YELLOWSTONE LAKE

Fight the Yellowstone Diversion Proposal with the Facts!

Following the meeting of representatives of conservation agencies called by the American Planning and Civic Association on June 2, 1938, to clarify the facts involved in the diversion affecting Yellowstone Lake, as proposed in the last session of Congress, the National Park Service has issued a statement in question and answer form to cover the important facts. This mimeographed statement is available to all who are interested in securing information on the latest irrigation project menacing the Yellowstone National Park. The map reproduced above is attached to the mimeographed statement, available from the National Park Service, Department of the Interior, Washington, D. C.

State Park Notes

California

Some ten years ago, the voters of California approved a $6,000,000 state park bond issue providing that every dollar of public monies expended for state park acquisition must be matched by a dollar from some other source, and Frederick Law Olmsted was authorized to conduct a State Park Survey. That is past history!

But today, because of that past history, and because the recommendations of Mr. Olmsted have been followed, California has a State Park System of 70 units with a total area of more than 300,000 acres and a valuation of over $15,000,000.

This far-flung system contains many outstanding examples of the State's diverse scenic gems—beach, rocky seacoast, mountain, desert, river, waterfall, lake, Redwood forest—and some of her historic sites.

One of California's most superb areas is the 200,000-acre Anza Desert State Park, consisting of four units—the Borego, Vallecitos, Salton Sea, and Carrizo Deserts. Among its attractions are colorful arid lands surrounded by rugged mountains, brilliant displays of red ocotillo, cacti, and groves of native fan palms along streams in rocky canyons. In 1774, 1775, and 1776, Captain Juan Bautista de Anza, the Spanish explorer, blazed a trail diagonally through the area from southeast to northwest en route to what is now San Francisco. Ultimately, Anza Desert will contain more than 500,000 acres, and will be the greatest state park of its type in the country.

Another area to benefit from the acquisition program is Castle Crags State Park in Shasta County. Located on the headwaters of the Sacramento River, its scenic grandeur inspired the early-day California poet, Joaquin Miller, and will be an inspiration to future poets. Recent purchases have increased the State's holdings to 3,476 acres—more than double the park's former size.

California is developing quite a program of future acquisition, according to Newton B. Drury, Investigating Officer for the Division of Parks of the Department of Natural Resources, who promises details soon.

Georgia

Georgia's State Park System grows apace! The most recent acquisitions are the Kolomoke Mounds State Park, a 1,037-acre archeological site of exceptional interest; Sittons Gulch of 1,520 acres, which

numbers among its scenic attractions many spectacular waterfalls; the Wayne County Natural Resource Reservation of 1,000 acres; and an addition of 1,700 acres to Fort Mountain State Park.

LOUISIANA

Louisiana has launched an ambitious, well-balanced program of state park acquisition and development with the purchase of two outstanding new parks.

Tchefuncte, formerly called Fontainebleau for the distinguished de Marigny family estate, is an area of remarkable beauty which will lend itself to a development as varied as are its attractions.

Of the 5,800 acres purchased, approximately 1,000 acres on Lake Pontchartrain will be developed by the State Park Commission for recreational use. Facilities to be provided include swimming, boating, foot and bridle trails, a lodge, cabins, and organized camping.

The remaining 4,800 acres will be allotted to appropriate divisions of the Department of Conservation for reforestation, and development of a quail hatchery and breeding ground, a game preserve to be stocked with deer, wild turkey, etc., and a refuge for muskrat, migratory wild fowl, and other wildlife.

Chicot Lake lies halfway between Lafayette and Alexandria, two of the larger population centers of the State. On its 5,500 acres are found a stand of southern hardwood forest, including some gigantic magnolias, and a 2,500-acre lake which, when developed, will afford opportunities for aquatic sports and some of the best game fishing in Louisiana.

OHIO

"Happy Days Camp" is the latest development to be undertaken by the Akron Metropolitan Park Board in Virginia Kendall State Park. The camp will consist of a large play area, a combination building providing dormitory space for 88 children, a mess hall, and other accommodations.

Children whose recreational activities have heretofore been confined to school playgrounds, will soon have an opportunity to spend a day and a night here in the real out-of-doors!

OREGON

A recent study of Oregon's recreational areas reveals that more than 100 tracts, totaling approximately 20,000 acres, are included in the state park system. In addition, all but about 35 miles of her coast line is State-owned.

PENNSYLVANIA

Pennsylvania's recent purchase of 13,000 acres of land for state park purposes at Rickett's Glen, Luzerne County, approximately 25 miles from Wilkes-Barre and Scranton, is of particular interest since it marks a real beginning in the acquisition and development of a well-defined state park system.

The area is located at the meeting place of the southern boundary of the eastern glaciated section and the Allegheny Mountains. It is a well-wooded, rolling plateau, containing three small lakes—one of glacial origin—that drain into Kitchen's Creek. The streams have cut deep into the horizontal rock layers, forming a glen—from which the area

takes its name—that has many picturesque waterfalls and interesting geologic formations.

South Carolina

Hunting Island and Greenwood State Parks are the newest additions to the South Carolina State Park System. Hunting Island consists of 6,000 acres of upland and marshland—a nesting ground for thousands of birds—and five miles of beach. Greenwood, on Buzzards Roost Reservoir, is nearly 1,000 acres in extent.

The areas will be developed to provide separate recreational facilities for white and negro users.

Texas

Such gratifying results were obtained from the visitor-survey conducted in eleven Texas state parks during a four-month period of 1937 that a similar study was undertaken in the same areas for the same period in 1938.

The 1938 study revealed a decided increase in the number of users of the areas. Four hundred and eighty-two thousand persons visited these state parks in 1938, as against 422,802 in 1937.

McKenzie State Park at Lubbock led the field with a total of 268,200; Tyler was second with 60,100; and Daingerfield was third with 48,600. The other parks reported attendance as follows: Balmorhea, 26,600; Fort Parker, 19,500; Lockhart, 15,000; Lake Brownwood, 14,200; Longhorn Caverns, 9,000; Garner, 7,900; Huntsville, 7,200; and Cleburne, 5,700.

A separate study at Goliad State Historical Park disclosed an attendance of 56,400.

NCSP Board Meeting in Washington, November 3, 1938

The Board of Directors of the National Conference on State Parks held a meeting in Washington, D. C., on November 3, 1938, which was attended by Col. Richard Lieber, President, Maj. William A. Welch and W. E. Carson, Vice-Presidents, and the following members of the Board: Herbert Evison, Conrad L. Wirth, Charles N. Elliott, Howard B. Bloomer, James F. Evans, Harold W. Lathrop, and Harlean James, Executive Secretary. Roberts Mann was present to report for the Committee on Academic Training.

Accommodations for the 1939 Conference, now scheduled to take place at Itasca State Park, Minnesota, on June 5, 6 and 7, will be available in the new Shelter Building.

Mr. Mann presented proposals for college courses desirable in the training of park men. It was agreed that the National Conference on State Parks should sponsor a four-weeks' short winter course in "Landscape Management" for partially trained men in the lower income brackets. See page 20, this issue for full details.

Mr. Wirth stated that the Fees and Charges Report of the National

Park Service will be ready for distribution in January or February, 1939. The report will be substantially an analysis of questionnaires which have been sent out to 271 agencies.

He mentioned that several studies are now being prepared by the National Park Service which will be of interest to park men. They are: "Museum Preservation of Facts, Historic Sites," "Management of Wild Lands," "Vanishing Wildlife Species," "Analysis of the Recreational-Area Study." There is also being prepared a monthly informational article, which is to be called the "Article of the Month," and which will be pertinent to the work of national and state park personnel.

Miss James reported that the Conference had secured 61 new members to date in 1938, among them eight state organization members—Illinois, Indiana, Georgia, Tennessee, Missouri, West Virginia, Wyoming and Michigan.

Enroll Now for Winter Course in Landscape Management

A four-weeks' short course in "Landscape Management" sponsored by the National Conference on State Parks will be inaugurated this winter at two universities, Syracuse and Michigan. The course is designed primarily for partially trained men in the lower income brackets and engaged in some phase of the operation or development of state parks, county parks or recreational forests.

It is hoped that park and forest custodians or maintenance operation men will be sent, or urged to attend. Dates at Syracuse, Feb. 13 to March 11; at Michigan, Feb. 27 to March 25, and it is imperative that registration applications be filed before January 1, 1939. The course cannot be given unless at least 20 students register at each university.

The purpose of the winter course is to provide an educational medium which will assist in the training of potentially valuable men who have been partially developed as park or forest custodians, but who need background. Subject matter will be presented with this need in mind.

Full details of the courses, with cost of tuition and board and lodging may be obtained from the secretary of the committee of the National Conference on State Parks: Mr. Roberts Mann, Supt. of Maintenance, Forest Preserve District of Cook County, 536 North Harlem Avenue, River Forest, Illinois, or the National Conference on State Parks, 901 Union Trust Building, Washington, D. C.

Planning Profitable Neighborhoods

The new Federal Housing Administration bulletin, "Planning Profitable Neighborhoods," is a guide to good Neighborhood development and will assist the small developer rather than the large operator. It does not outline new or unique principles but does make use of the superblock and various geometric patterns now receiving considerable attention from advanced planners.

National Park Legislation and the Federal Water Power Act

For many years it has been customary to include in legislation drafted to establish a national park, a provision stating that the provisions of the Act of June 10, 1920, known as the Federal Water Power Act, shall not apply to lands in that park. The necessity for such provision arose from the wording of the 1921 amendment to the Federal Water Power Act, which prohibited the Federal Power Commission from issuing licenses for dams or other power projects within national parks and monuments that existed at the time that amendment was enacted, but did not apply to subsequent national parks and monuments.

In 1937 the Federal Water Power Act was again amended. One of its provisions definitely excluded national parks and monuments, whether they are established now or in the future, from the provisions of the Act.

It is, therefore, no longer necessary to include in national park legislation the customary provision regarding the Federal Water Power Act, and this statement has been confirmed in an opinion rendered August 19, 1938, by the Solicitor of the Department of the Interior.

Since there was some misapprehension because the Olympic National Park Act did not contain the customary reference to the Federal Water Power Act, the American Planning and Civic Association gives the above information to its members.

Appalachian Trailway Protection Agreed by U. S. Forest Service and National Park Service

A forward step in the protection and perpetuation of the Maine-Georgia Appalachian Trail was announced October 30, 1938 in a joint statement issued by the Forest Service and the National Park Service. The two Federal services have mutually agreed to promote the "Appalachian Trailway" as a distinct type of recreational area devoted particularly to hiking and camping.

The Appalachian Trail Conference announces that efforts will be made to extend the Trailway plan to state reservations and to secure adequate protection for the Trail where it crosses private lands.

By the terms of the agreement, a protective strip will be established along 546 miles of the Appalachian Trail traversing eight National Forests and 158 miles in two National Parks. Location and marking of the entire route, which extends for 2,050 miles along the broken crest line of the Appalachian Range from Mount Katahdin in Maine to Mount Oglethorpe in Georgia, was completed in 1937 after many years of effort by the 80 outdoor organizations affiliated with the Appalachian Trail Conference.

The agreement provides for the maintenance of a zone at least two miles wide along portions of the trail passing through National Forests and National Parks, except where it descends into main valleys, within which zone there will be no new paralleling motor routes or other incompatible developments.

Charles Taft on Public Housing

At the recent meeting of the National Association of Housing Officials, held in Washington, October 13, 1938, Charles P. Taft, in a dinner address, referred to the "powerful campaign of opposition" to the public housing program. He declared that "it is high time that a real effort be made to conduct a full and fair debate before the public in every community on the real issues involved."

To the claim of the opponents to the public housing program "that tax exemption is discriminatory, is unfair to the small home owner who is struggling to pay taxes at the full rate and to meet payments on his home as well as ordinary living expenses," he replied that "the argument is not sound, because tax exemption is simply a device for paying a subsidy." Said he, "The real issue is: Shall we have a subsidy, and if so, how much can we afford? . . . The alternatives are not housing and slum elimination *with* tax exemption, or housing and slum elimination *without* tax exemption. The true alternative is between paying what the slums are costing us home owners now, and paying a subsidy to reduce that cost by housing decently the low rent groups. After discussing local Cincinnati examples, Mr. Taft proceeded:

"That still leaves the question: How much of a subsidy can we afford? . . I believe the clearest way to count the cost is to figure in terms of the subsidy per family unit, that is, per apartment. Laurel Hills in Cincinnati is a PWA housing project which has just been opened to occupancy under the U. S. Housing Authority and the Cincinnati Metropolitan Housing Authority. It cost over seven million dollars, including land. According to the theoretical financial set-up the subsidy of the U. S. Government is going to be about $250,000 per annum. Actually the subsidy will be the current rate of interest paid by the Government for its money plus ½ of 1 per cent per annum amortization or close to $210,000 per year. That means about $210 per apartment per year. . . The local subsidy per apartment is . . $91 per year." Again the question: "Can we afford that much subsidy, the local part of which is more than double what the slums cost us in cash outlay? Are the improved conditions of family life and character and of health worth that much?

"My answer is, Yes, if you consider Laurel Homes as a sample, an exhibit of what will be done. If we in Cincinnati are determined to finish the whole job—to provide decent rental housing for every last one of the 2,500 families where people are at least two to a room, for the 1,800 more families where families are at least two to an apartment, and to replace the 7,500 apartments which our building commissioner says are unfit, 1,700 of them actually condemned, then we can afford to pay that much for our demonstration project.

"To do the whole job in Cincin-

nati we must count on building 12,000 family units for slum dwellers in the next 20 years to rent for $25 a month or less. . . We can do it, too, if the National Government continues its grants in aid and if we can reduce the cost. Our people can't and won't pay $91 per apartment per year and the job can be done for less. We do not need to pay scarcity prices for slums. We do need a careful re-examination by your organization, building contractors, labor and architects of what are really essentials.

"England in the first 15 years, 1919-1934 inclusive, spent from the National treasury $65 per apartment for public and subsidized housing. The municipalities spent about half that. It will cost us more than England, but $210 per apartment per year for the Federal Government, and $91 for the municipalities is too high. American ingenuity and mass production, even with high wages, can bring it down.

"The new campaign of the opponents of public housing has seized upon a second element in the present program, and it is high time supporters of housing realize the strength of the appeal that is being made to small homeowners. . I refer to vacant land projects 'in the suburbs,' as the opponents call them. . . The real fact is that opponents of vacant land projects believe and have admitted to me in private, many of them, that the slum dwellers should be taken care of in the depreciated outmoded dwellings of the economic level just above them, and that the new building should take place almost entirely for the higher economic levels. I do not say that to cast a reflection on the opponents of housing, for they believe that sincerely. But that argument will never go down with the people of this country. It means that the slum dwellers, like the end of a long line of marching men, are always running to catch up. The slums never do catch up, and that policy will keep them with us forever . . . .

"But the other arguments don't answer themselves. They deserve thorough consideration and careful answers where they are sound, as in the matter of cost. We must see to it that we find ways to meet the criticism. We don't want to stifle private enterprise: let's be sure we don't.

"The British are absolutely right in wanting to move many slum dwellers to vacant land with dwelling units not more than 12 to the acre. That means less expensive building, less subsidy, less maintenance cost. That policy combined with new and enlightened building on slum sites means a chance for decent family living, for healthy, happy boys and girls, for a smaller crime bill and for a future citizenship that will make a nation worthy of our tradition as home-builders."

The proceedings of the recent Joint Roadside Conference, now being summarized and published as a Planning Broadcast, will be sent to members on request. Additional copies of Roadside Improvement, supplement to Planning and Civic Comment, are available at 25 cents each.

Cleveland Children Learn Park Protection —and Like It!

The most discouraging obstacle which a city encounters, when it seeks to establish and maintain beautiful parks and public gardens, is the problem of vandalism. Seldom is there adequate police protection for safeguard at all times, and the perverse urge to mutilate and destroy public property seems always present.

In the City of Cleveland, this problem has been especially trying to the groups that have established the Cultural Gardens, a chain of nineteen gardens, each representing one of the nationality groups that constitute the cosmopolitan population of Cleveland. Statues have been mutilated, shrubbery broken, and plants pulled up.

Feeling that the most effective way to combat this tendency toward vandalism was to educate children, in a simple way, to appreciate trees and flowers, and to acquire a sense of communal ownership and responsibility for public parks, the Garden Center of Greater Cleveland started the Garden Center Park Club, the members of which were pledged to protect the parks. Any child could join the club for a penny membership fee. The idea of the club was explained to him and he was given a button, with an emblematic design, and a printed card, bearing the following "Creed for Boys and Girls":

"The parks are mine! I feel their beauty, I see their trees, their birds, their grass, their flowers,—that God and thoughtful people have put there for me. I love their shade and their sunshine, and I challenge the careless boy or girl who tears a branch or flower from a place where many can enjoy it.

"I shall appoint myself, as a committee of one, to protect these treasures of the earth that my city has given me to enjoy."

The Park Club began with children who, individually or in groups, visited the Garden Center and were invited to join. Later a member of the Garden Center Board of Trustees, Mr. Joseph F. Sindelar, became interested in extending the idea of park protection through the schools. He visited several public and parochial schools in the vicinity of the Cultural Gardens, and enlisted the coöperation of the principals and teachers in organizing branch clubs.

At Doan School, which includes grades one to six, the idea was taken up by the pupils with great enthusiasm. With the encouragement of their principal, Miss Anna Burgess, these children organized their own club, which they call the Doan School Park Protection Club. They have their elected officers and program committee, who conduct their monthly meetings and plan the programs on their own initiative. Usually a part of the program is a playlet, either written by selected members of the club, or worked out in play by the whole group together. Sometimes speakers are invited.

The members pay dues of five cents a month. With part of the money thus acquired the club bought three attractive signs, lettered with the following lines, which were copied from similar signs in Fort Tryon Park, New York City:

"Let no one say, and say it to your shame,
That all was beauty here until you came."

These were destined to be placed in the Cultural Gardens to enlist the general public in the campaign for park protection.

A special dedicatory program was planned for the presentation of the signs to the City, and, in order to show appreciation for what the children were doing, and to make them feel that it was really important, Mr. Sindelar exerted all his power to have present a significant representation of the City administration, the Board of Education, the Cultural Gardens League, and the Garden Center of Greater Cleveland. The Mayor of Cleveland, Harold H. Burton, because he felt so keenly the importance of the project, gave up an entire afternoon to attend the ceremony. He warmly commended the club for the work it was doing, and emphasized the importance of the Cultural Gardens to the City of Cleveland. The Director of Parks and Public Property, Hugo E. Varga, was also present and formally accepted the signs on behalf of the City.

Everyone present was impressed with the sincerity and earnestness displayed by the children in conducting the program. The significance of the event was well expressed by Mrs. Thomas Hoyt Jones, President of the Garden Center, in saying that the attitude which the children showed toward the Parks made her feel confident of the future security of the city.

National Resources Committee Notes

The National Resources Committee during the two-weeks' period from September 19 to October 1, conducted a Planning Technicians Conference at its offices in Washington, D. C., for technicians on the staffs of state and regional planning agencies. Representatives attended from the boards in Arkansas, California, Florida, Indiana, Louisiana, Maryland, Minnesota, Missouri, Nevada, New Jersey, New York, Oklahoma, Pennsylvania, Rhode Island, Vermont, Wisconsin and for the District of Columbia and Interstate Commission on the Delaware River Basin, as well as numerous Federal agencies. The purpose of the conference, which covered practically all aspects of state and national planning, was to provide information as to how and why certain techniques and methods are adopted and used.

The program for the two weeks covered the following topics in the order named: State and regional planning problems; land planning; water resources planning; mapping and graphic presentation; technical committee organization and procedure; housing and community plan-

ning; local planning; public works programming; energy resources; industrial and economic organization; sources of information and assistance; transportation problems; and health, welfare and population. Speakers at the sessions comprised the chiefs of various Federal bureaus and agencies as well as members of the staffs of universities, research institutions, and professional and technical societies and organizations.

A program of rehabilitation to promote permanent improvement in economic conditions throughout the Northern Great Plains area was contained in the preliminary report "Rehabilitation in the Northern Great Plains" of the Northern Great Plains Committee which was made public recently by the President. (Mimeograph copies available in limited number from the National Resources Committee, Washington, D. C.) The Committee was named by the National Resources Committee last Spring at the request of the President and includes members from both Federal and state agencies. The report, in the main, deals with conditions in North and South Dakota, eastern Montana, the northeastern section of Wyoming, and northern Nebraska.

Basing its major recommendations on the conclusion that "the economic and social life of the region must always depend largely on agriculture" the report suggests that a type of agriculture suited to climate, topography, soils and natural vegetation should replace the cash-grain and small-scale stock rearing type in many areas where "the latter has failed and cannot succeed." A combination of grazing and feed-crop production, involving larger operating units and supplemental irrigation, is suggested as a feasible and practical substitute.

The recommendations in the report deal chiefly with the water phases of the program.

In urging immediate steps to facilitate the use of relief expenditures for rehabilitation, the report proposes a new irrigation policy designed to make maximum use of funds spent for relief purposes in areas concerned. This policy includes a single coördinated program for which all costs above reimbursable costs will be supplied from relief funds with preference given to areas of greatest relief load. The program also calls for a check of all engineering plans by the Bureau of Reclamation and of agricultural plans by the Department of Agriculture. The latter department would negotiate contracts and have authority to acquire good land in order to effectuate a settlement program.

Several changes have been made recently in the N. R. C. Field Offices and State Planning Boards.

The headquarters of the Atlanta Field Office covering the Southeastern States have been moved from 10 Forsyth Street Bldg., to 1314 Twenty-two Marietta Bldg.

John Hyde, formerly of the staff of the New Jersey State Planning Board, has been appointed Planning Technician in the Field Office for the Middle Atlantic Region, the headquarters of which are temporarily in the North Interior Bldg., Wash-

ington, D. C. Morton L. Wallerstein continues as Regional Chairman and Harold Merrill as Acting Counselor.

Alfred Bettman has resigned as N. R. C. Regional Chairman for the Ohio Great-Lakes Region, headquarters at Cincinnati, but continues as a Special Consultant for the National Resources Committee.

The Field Office for the South Central Region has been opened at 560 Federal Bldg., Dallas, and Julian W. Tarrant, formerly of the staff of the Oklahoma Planning and Resources Board, has been appointed Planning Technician. Earl O. Mills continues as Regional Counselor.

T. Hillard Cox, formerly N. R. C. Consultant to the South Dakota State Planning Board, has been appointed Planning Technician in the Omaha Field Office for the Missouri Valley Region with headquarters at 1423 Woodmen of the World Bldg., Omaha, Nebraska. Philip H. Elwood continues as Regional Counselor.

Headquarters for the Iowa State Planning Board have been moved to 614 Valley Bank Bldg., 403 Walnut Street, Des Moines, Iowa.

H. R. Miller is now the Director for the Kansas State Planning Board with headquarters on the 5th floor, State House, Topeka.

The Missouri State Planning Board has moved its headquarters into the State Office Bldg., Jefferson City.

E. B. Donohue of Helena, Montana is a new member of the Montana State Planning Board.

Selwyn G. Tinkham has been appointed Staff Director of the Rhode Island State Planning Board with headquarters at 247 State Office Bldg., Providence.

Col. R. A. Gilliam of Richmond is a new member of the Virginia State Planning Board.

George W. White—1870-1938

George Whitney White, treasurer of the American Planning and Civic Association since 1935, and treasurer of the American Civic Association from 1927-1935, died at his home in Washington, October 27, 1938.

At the time of his death, Mr. White was president of the National Metropolitan Bank, a position which he had held for 27 years. He was identified with many civic and charitable organizations.

Shortly after his death, the *Washington Post* published an eloquent editorial from which we quote in part.

"The District of Columbia counts relatively few native sons who have always been not merely associated with the locality but whose careers have throughout been devoted with single-hearted purpose to the cause of a better municipal life. . . . Indeed, there are no Washingtonians, of whom it could be said that their passing would leave a greater sense of loss. . . . This is due in part to his wide interest and active leadership in many civic enterprises. The sense of loss is heightened by . . . . the realization of all who knew him that here was a gentleman of highest integrity, of absolute dependability.

Gleaned from State Planning Board Publications

N. H. Planning News.—September 15, 1938. James M. Langley, Chairman, State Planning and Development Commission, reports that the New England exhibit at the N. Y. World's Fair in 1939 will be a reconstruction of a typical old-time North East waterfront scene, including an old sailing ship, custom house, and warehouse. The Commission is now drafting plans for New Hampshire's exhibit emphasizing the State's industrial, agricultural and recreational assets.

Oklahoma Planogram.—November, 1938. Issued monthy by the Division of State Planning, Oklahoma Planning and Resources Board. "Conservation of natural resources is now a part of the Oklahoma school curriculum from the first grade through high school, according to J. Andrew Holley, Director of Curriculum, State Department of Public Instruction. Outlines for teaching an appreciation of wildlife conservation are included in state courses of study for all grades, and special emphasis is placed upon the conservation of natural resources through a supplement to the adopted 11th grade social science textbook. The Oklahoma Planning and Resources Board furnished the major part of the data for this supplement. Maps prepared by the State Planning Division, showing soil erosion, land use, mineral resources and recreational areas, are included."

Progress Report.—September, 1938. Published by the South Dakota State Planning Board, Brookings, S. D. A bibliography of South Dakota State Planning Board Publications has been published. Seventy-odd publications are listed.

The Texas Planning Bulletin.—October, 1938. Issued by the Texas Planning Board. An item states that the report "Development of Texas Rivers," which includes a comprehensive water plan for the State, is being revised.

Pennsylvania Planning.—October, 1938. Issued by the Pennsylvania State Planning Board, this number carries an article by Russell Van Nest Black, consultant to the Board, on "The Role of the Planning Consultant." He says: "The services of the planning consultant are as important in the subsequent administrative period as during the course of original planning. If choice must be made, it is usually better to spend a little less on the original planning studies in order to have more money for keeping the plan alive and up to date."

Planning Forum.—October, 1938. Issued by the Massachusetts State Planning Board and designated as the Western Massachusetts Issue. The entire publication is devoted to a consideration of the area comprehended by Franklin, Hampshire, Hampden and Berkshire Counties. Exceedingly helpful is a survey of the Planning Boards and zoning activities of 26 local communities in western Massachusetts.

Secretary Ickes at Babler State Park

At the dinner, in connection with the dedication of the Dr. Edmund A. Babler State Memorial Park, held in St. Louis, on October 10, Secretary Ickes outlined the recent events in state park and national park history. He told how the supervision of the CCC work in state parks, as well as that in national parks, had been placed in the hands of the National Park Service, and how this had led to the need for a survey which was authorized by Congress. In this, he said, 48 States were coöperating, with work actively under way in all but three.

The Secretary of the Interior called attention to the incompleteness of the National Park System. He told of the difficulties in securing essential areas. He cited the gift of a "large and needed addition to the Grand Teton National Park" bought by Mr. John D. Rockefeller, Jr., which had been "blocked by near-sighted local interests." He suggested that the beautiful Redwood Mountain Sequoia grove should be made a National Park within the next two years if it is to escape being cut down. He told of the Big Bend country for which there is a project to make an International Park. He said that there should be a new National Park in Alaska.

In explanation of mentioning these projects, the Secretary said: "I have cited these four projects because they typify a new approach that we must make to national parks. If we are to save great national scenic assets and the wildlife now threatened with destruction, we must save them from ourselves, from our civilization, from our carelessness, from our callousness. How can this be done? By putting conservation ahead of commercialization in appropriate instances, and by recognizing that a dollar spent to save such national resources as these is a dollar well spent, because it is a dollar that will return to us a hundred fold.

"We need to go forward in the United States with our national park program, as we are going forward with this new state park policy, with our eyes open to larger objectives and our minds hospitable to a new sense of values. The spirit underlying such a program is the spirit that gave the State of Missouri this park which I have come to help dedicate, the Dr. Edmund A. Babler Memorial State Park. Inspired by this generous gift, may you as a State and we as a Nation go forward in harmonious understanding and helpful coöperation to develop, in the spirit that actuated Jacob L. Babler in making this generous gift, a national and state park system that will serve all the American people for all time to come."

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The four pamphlets contained in the Portfolio on the National Park and Monument System are now available bound in cloth as a single volume. They may be purchased in book form at $1 per copy or in a decorative envelope at 75c, postpaid.

Book Reviews

GUIDE TO THE APPALACHIAN TRAIL IN MAINE. Myron H. Avery, Editor. The Appalachian Trail Conference, 901 Union Trust Building, Washington, D. C. Third edition, 1938. 395 pp., 10 maps, index. $1.50.

The announcement of the third edition of the Guide to the Appalachian Trail in Maine is of especial interest. The Appalachian Trail has been completed for its 266 miles across Maine, the last link in the entire 2050-mile Trail having been cut on the south slope of Spaulding Mountain on August 14, 1937. Beginning at Katahdin, the Trail runs southwesterly via Daicey Pond, Rainbow, Nahmakanta, Pemadumcook and the Joe Mary Lakes, by Yoke Ponds, over White Cap, by Long Pond, through the Barren-Chairback Range, through Monson and Blanchard, across Moxie Pond and the Kennebec River, over the Bigelow Range, Sugarloaf, Spaulding and Saddleback Mountains, through the Rangeley Lakes region, and along the Mahoosuc Range to Grafton Notch and the Maine-New Hampshire Line.

The Guide not only furnishes the detailed description of the Trail route, with exact distances taken on the ground with a measuring wheel and in both directions, so that one may travel the Trail in either direction, but also tells of all points of interest en route, the approaches to the Trail, and indicates all public accommodations and camp-sites. Everything that one needs to know for a trip through this most scenic section of Maine is to be found in this Guide.

SOUTHERN FORESTRY, by Charles N. Elliott and M. D. Mobley. Published by Turner E. Smith and Company, Atlanta, Georgia. 494 pages. Illustrated. Price $1.60.

After years of neglect the South is awakening to its forest opportunities and its responsibilities for forest protection and development. Evidence that further development may be expected is found in the school text book, *Southern Forestry*, prepared jointly by two of Georgia's conservation leaders. Facts and recommendations for forestry in the South are set forth in this brief text book, frankly described as having been prepared for "the upper elementary grade level." Here Forester Elliott and Vocational Education Director Mobley tell the story of a natural resource growing on 193,000,000 acres of land, producing millions of dollars in income for southern landowners and providing employment for more than one-fifth of the region's industrial workers.

The chapters are generously illustrated and proceed from a brief inventory of the forest resources to a series of chapters dealing with the care, management and protection of privately owned forests, and thence to descriptions of lumbering, the naval stores industry, and the more recent influx of pulp and paper mills. Throughout the entire volume, the authors have presented their story in remarkably clear English and with innumerable graphic descriptions which leave definite word pictures in the mind of the reader.—G. H. C.

Recent Publications

Compiled by Katherine McNamara, Librarian of the Departments of Landscape Architecture and Regional Planning, Harvard University

American Public Health Association, and Conference of State Sanitary Engineers. Joint Committee on Bathing Places. Swimming pools and other public bathing places; report. Newark, N. J., Wallace and Tiernan Co., Inc., [1936]. 51 pages. *Reprinted from* 1936 year book of the American Public Health Association.

American Society of Planning Officials, and The American Municipal Association. The airport dilemma; a review of local and national factors in airport planning and financing. Chicago, Public Administration Service, 1938. 46 pages. Illus., tables, charts. (Public Administration Service. Publication no. 62.) Price $1.00.

Bard, Albert S. The next step in community planning: civic design versus private property. New York, City Club of New York, Committee on Constitutional Convention, [May 1938]. 9 pages. Appended is Ordinance no. 325, Kern County (Calif.). Zoning procedure ordinance.

Burns, Thomas. Plan for Scotland; with a preface by the Rt. Hon. C. Atlee. Glasgow, A. MacLaren and Sons, [1937]. 47 pages. Price 2d.

Canada. National Parks Bureau. Lands, Parks and Forests Branch. The national parks of Canada: a brief description of their scenic and recreational attractions; 2d ed. Ottawa, The Bureau, [1938]. 64 pages. Illus., maps (one folded).

Charity Organization Society. Committee on Housing. Housing administration in New York City: 1902-1937, Tenement House Department; 1938-, Division of Housing, Department of Housing and Buildings. New York, The Society, [1938]. 55 pages. Mimeographed.

Chicago Regional Planning Association. Regional planning progress, August 1938. Digest of the plans for the region of Chicago as developed by the Chicago Regional Planning Association, 1935 to 1937. Chicago, The Association, 1938. 8 pages. Map.

Citizens' Housing Council of New York. Housing the metropolis. . . New York, The Council, [June 30, 1938]. 47 pages.

Councils for the Preservation of Rural England and Wales. Standing Committee on National Parks. The case for national parks in Great Britain. London, The Committee, July 1938. 15 pages. Illus. Price 2d.

Dallavalle, J. M. Some factors which affect the relationship between housing and health. Washington, Govt. Printing Office, 1937. 10 pages. Chart, table. (Reprint no. 1840 from the Public health reports, vol. 52, no. 30, July 23, 1937.)

Denby, Elizabeth. Europe re-housed; with a foreword by the Rt. Hon. the Lord Horder. London, George Allen and Unwin Ltd., 1938. 284 pages. Illus., maps, plans, diagrs., cross sections, tables, charts. Price 14s.

Garden Cities and Town Planning Association. Evidence of the Garden Cities and Town Planning Association [before the] Royal Commission on the Geographical Distribution of the Industrial Population. London, The Association, Apr. 1938. 43 pages. Tables.

Great Britain. Air Ministry. Dept. of Civil Aviation. The principles governing the planning and zoning of land aerodromes. London, H. M. Stationery Office, 1938. 8 pages. Diagr. (folded). (A. M. Pamphlet 76.) Price 6d.

Great Britain. Ministry of Transport. Highway development survey, 1937 (Greater London). Sir Charles Bressey, engineer; Sir Edwin Lutyens, consultant. London, H. M. Stationery Office, 1938. 68 pages. Maps (folded), diagrs., charts, tables. Price 7s 6d.

Hockley, H. A., *comp.* Summary of outstanding laws affecting land use enacted during the period October 1, 1937 to August 1, 1938. [Washington], U. S. Bureau of Agricultural Economics, Land Economics Division, Aug. 1, 1938. 31 pages. Mimeographed. (Bulletin 40.)

Hodge, Clarence Lewis. The Tennessee Valley Authority: a national experiment in regionalism. Washington, The American University Press, 1938. 272 pages. Tables. Price $3.00.

Institute of Municipal Law Officers. Demolition, vacation or repair of substandard buildings in connection with housing programs. Washington,

The Institute, 1938. 2 vols. (Report nos. 37, 39.) Price $1.00 each.
Contents: vol. 1, Municipal experience, legislation, administration, judicial decisions, proposed model ordinance; vol. 2, Summary of latest cases; model ordinance annotated, prepared and edited by John A. McIntire and Charles S. Rhyne. Vol. 2 issued by National Institute of Municipal Law Officers.

IOWA. STATE PLANNING BOARD. Planning a better community. Des Moines, The Board, May 1938. 37 pages. Mimeographed. Illus., map, diagr.

JENSEN, BOWEN and FARRELL. Traffic planning report: Louisville, Kentucky, 1937-1938. Ann Arbor, Mich., The Authors, 1938. 142 pages. Illus., maps, plans, diagrs., tables, charts. Traffic reports by the same authors have also been made for Toledo, Ohio and Youngstown, Ohio.

JOHNSON, GERALD W. The wasted land. Chapel Hill, University of North Carolina Press, 1937. 110 pages. Price $1.50.

LEAGUE OF VIRGINIA MUNICIPALITIES. Experience of municipalities throughout the country with parking meters. Richmond, The League, July 1938. 26 pages. Mimeographed. Tables. (Report 220.) Price 50 cents.

LORD, RUSSELL. To hold this soil. [Washington, Govt. Printing Office, 1938.] 122 pages. Illus., maps on end papers. (U. S. Dept. of Agriculture. Miscellaneous Publication no. 321.) Price 45 cents.

MICHIGAN HIGHWAY CONFERENCE, 24TH, ANN ARBOR, MICH., 1938. Highway planning: a symposium; papers presented at Twenty-fourth Annual Michigan Highway Conference, Ann Arbor, Feb. 15-17, 1938. [Lansing, Michigan State Highway Dept., 1938.] 84 pages. Maps (part folded), cross sections, tables, charts.

MUNTZ, EARL E. Urban Sociology. New York, Macmillan, 1938. 742 pages. Illus., diagrs., tables. Price $3.75.

NATIONAL RECREATION ASSOCIATION. The new play areas, their design and equipment, edited for National Recreation Association by George D. Butler. New York, A. S. Barnes and Co., 1938. 242 pages. Illus., plans, diagrs., cross sections, tables. Price $3.00.

NEW ENGLAND REGIONAL PLANNING COMMISSION. Water resources of New England: drainage basin data and problems, December 1, 1937. Prepared by the Drainage Basin Committees for Maine and for Central New England, with the coöperation of National Resources Committee, Region One. Boston, National Resources Committee, Region One, June 1, 1938. 484 pages. Mimeographed. Maps (part folded), tables, charts.

ODUM, HOWARD W., and HARRY ESTILL MOORE. American regionalism: a cultural-historical approach to national integration. New York, Henry Holt and Co., 1938. 693 pages. Maps, tables, charts. Price $5.00.

SINCLAIR, ROBERT. The big city: a human study of London; American edition edited by H. M. Wade. New York, Reynal and Hitchcock, 1938. 419 pages. Maps on end papers.

SMOKE PREVENTION ASSOCIATION, *pub.* Manual of ordinances and requirements in the interest of air pollution, smoke elimination, fuel combustion. Descriptions of methods of measuring air pollution. Prepared papers read before 32nd annual convention, S. P. A. [Chicago], The Association, 1938. 160 pages. Illus., plans, cross sections, portraits. Price 50 cents.

STATEMENT OF THE OWNERSHIP, MANAGEMENT, CIRCULATION, ETC., REQUIRED BY THE ACTS OF CONGRESS OF AUGUST 24, 1912, AND MARCH 3, 1933, OF PLANNING AND CIVIC COMMENT published quarterly, at Harrisburg, Pa., for October 1, 1938.

Washington, D. C., *ss:*

Before me, a Notary in and for the State and county aforesaid, personally appeared Dora A. Padgett, who, having been duly sworn according to law, deposes and says that she is the Managing Editor of the Planning and Civic Comment, and that the following is, to the best of her knowledge and belief, a true statement of the ownership, management, etc., of the aforesaid publication for the date shown in the above caption, required by the Act of August 24, 1912, as amended by the Act of March 3, 1933, embodied in section 537, Postal Laws and Regulations:

1. That the names and addresses of the publisher, editor, managing editor, and business managers are: Publisher: American Planning and Civic Association and National Conference on State Parks, 901 Union Trust Building, Washington, D. C. Editors: Harlean James, Flavel Shurtleff, Charles G. Sauers, 901 Union Trust Building, Washington, D. C. Managing Editor: Dora A. Padgett. Business Managers: None.

2. That the owner is: American Planning and Civic Association and National Conference on State Parks, 901 Union Trust Building, Washington, D. C.

3. That the known bondholders, mortgagees, and other security holders owning or holding 1 per cent or more of total amount of bonds, mortgages, or other securities are: (If there are none, so state.) None.

DORA A. PADGETT,
Managing Editor

Sworn to and subscribed before me this 23d day of September, 1938.

LOUISE F. DYER,
Notary Public, Washington, D. C.
(My commission expires Mar. 1, 1942.)

ROADSIDE IMPROVEMENT

Supplement to

Planning and Civic Comment

Vol. 4 OCTOBER—DECEMBER, 1938 No. 4

American Planning and Civic Association

THE AMERICAN PLANNING AND CIVIC ASSOCIATION carries on a program of education in order that the American people may have an understanding and appreciation of local, state, regional and national planning for the best use of urban and rural land, water and other natural resources; the safeguarding and planned use of local and national parks; the conservation of native scenery; the improvement of living conditions; and the fostering of wider educational facilities in schools and colleges along these lines.

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ROADSIDE IMPROVEMENT

Opportunity Knocks at the Doors of the States

PROBABLY the natural and pastoral scenery of the United States is one of its most valuable financial assets. The pleasure automobile travel is enormous, and those who travel by motor, on recreation bent, are vociferous in demanding scenic routes. Any State or locality which can offer fine scenery, unspoiled by the permanent or lingering scars of highway construction or the ugly and misplaced buildings and boards which mar the landscape, can bring into its locality the much-prized motorists who spend money in the community. There is, then, the public demand for scenic highways, which are scenic as far as the eye can see, and there is the financial reward to the public and private treasuries in the States which will provide them. A good business proposition all the way round.

As a result of a fund of money given by Mrs. John D. Rockefeller, Jr. to the American Planning and Civic Assocation for legal research to determine possibilities under existing laws, and types of new laws needed, to improve roadside conditions, Flavel Shurtleff, who was selected to make the study, presented a preliminary report in 1936, later revised in 1937 (PLANNING BROADCASTS, October–November 1936, April 1937). Herewith, the final report is presented by Mr. Shurtleff to the Committee on Roadside Improvement appointed by the Board of Directors of the Association.

Some of the proposals are so obviously needed for adequate development of useful state highway systems that they hardly need explanation or argument. None of the proposals is new in principle. They simply extend the application of principles already recognized and established in some parts of the country. They are all in line with the trend of opinion on the part of those who have studied the present unsatisfactory conditions.

In the last twenty-two years, the U. S. Bureau of Public Roads, on authorization of Congress, has made available to the States financial Federal aid and valuable advice in planning state highway systems. It may be supposed that most of the highways of the United States are already located and that we shall be obliged to abide by the existing narrow rights-of-way or adopt the alternative of expensive and often inadequate widenings. This is not the case. Surveys of some 2,000 of the 3,000-odd counties in the country, conducted by the U. S. Bureau of Public Roads, reveal the need for 25,000 or 30,000 miles of new or newly located highways. Judging by the progress since 1916, when Federal aid on a large scale first became available, these projected miles of new highway will be designed and built during the next twenty—perhaps the next ten—years. It is doubly important, therefore, that every State in the Union equip its officials with adequate legislation to secure for these new and important highways:

1. Authority to build limited access highways (or freeways) in suitable locations;
2. Authority to acquire sufficient width of rights-of-way to protect the public investment in the highways and to reduce the hazards of travel;
3. Authority to make and enforce regulations controlling the uses of private property abutting on state highways.

Wherever adequate local and county zoning regulations exist, the problem of control of private property along the highways may not be so acute as in the absence of any sort of local governmental control, but the relation between the various types of highways and the uses of the land abutting on them is a definite factor in state planning. The State, itself, should be invested with power on a state-wide basis, not only to protect its investment, but to build the type of highway in each locality which will fit the proper uses of the land bordering on the highway. This means a close coöperation, and an articulation of plans, between the state highway authorities and the state planning boards.

Roadside Conditions and Their Improvement

THE automobile has revolutionized road building. Materials of construction, location and design have radically changed to meet the requirements of travel safety and convenience. Motor traffic shows a high rate of yearly increase. The people of the country have taken to the open road for their travels and are seeking relaxation and pleasure in the journey. The roads and roadsides have become the show windows through which millions of travelers would like to enjoy the panorama of the countryside. Tourist business stands near the top of the list of the Nation's profitable industries, and the States are growing sensitive to the demand that the show windows be relieved of the motley collection of exhibits which often obscure the view.

Not merely signs and billboards, from the hordes of "snipe signs" on trees, walls and fences up to the elite of the outdoor advertising industry, are included in these exhibits, but food and drink stands, places of so-called entertainment and hybrid filling stations. The latter are close rivals of the advertising signs in blighting influence on the highway. They may be general stores or they may limit their services to the needs of the car and the food-and-drink desires of the traveler. They may be the sole business of the proprietor or they may be merely incidental to a farm, a wayside camp, or even a motor graveyard, but almost always the premises for two or three hundred feet on either side of the usually shabby structure will be filled with ugly and ill-assorted signs. The location of these blight producers is too often chosen with keen business judgment. Road junctions are cluttered with them; a pleasant rural scene or a fine stand of trees is spoiled by them. What a man does on his own property in the line of business is not so easily controlled by law, but at least two States (Maine and Maryland) are making headway against even this type of roadside nuisance.

Certainly commercial establishments have some place on the highway and the owners of land are entitled to its reasonable use. The fact that the

exhibits are on private land is what makes the improvement of the roadsides—the clearing out of the show windows—a major problem. A satisfactory and permanent solution will never be reached until a way is found to adjust the conflicting rights of the traveling public and the owners of the land along the highway.

Should we not be definite, however, that the rights of land owners must always be subordinate to the rights of the public? The land owner has been paid for the land taken for highway purposes. He has been given the great convenience of the new highway. His remaining land has been made much more available and consequently more valuable because of the highway facility. To say that he is now entitled to use the frontage on the highway for any purpose that suits his desires is to put an unfair premium on the right of ownership, to put it above the rights of the traveling public.

The theory that the public right prevails has been supported in two important court decisions. The New York Court of Appeals in Perlmutter vs. Greene* held that the owner of land had no right to have structures on his property seen from the highway and that consequently the Highway Commissioner was justified in erecting a screen in front of a billboard. The Massachusetts Supreme Court case of General Outdoor Advertising Company and Others vs. Department of Public Works† decided in 1936 that the right of the traveling public to a safe and enjoyable journey was superior to the right of the land owner and that consequently signs which diverted the attention of the motorist and signs which were intrusive could be removed. By these decisions roadsides are in fact made part of the tourist route and their use can be controlled in the interest of public safety and public enjoyment.

There can be no doubt that the great majority of the riders on the highway would prefer to see at least the rural sections of the highway free from all commercial establishments and structures. Some few may be indifferent to garish signs, shabby shacks and even the risks of motor travel. Some may be operating cars so feeble that they welcome a repair shop or a filling station every few miles. Some may prefer the art of a billboard to the charm of a rural scene, but if we add to this small fraction of motorists and the even smaller fraction of land owners who insist upon putting things in wrong places, they would be swamped by the votes of the motorists who seek pleasure and relaxation in their travels.

Other acutely dangerous or particularly offensive roadside conditions may be briefly listed: road intersections and curves hidden by billboards or other structures; wayside structures of any kind inviting the motorist to stop but not providing parking space; unkempt tourist camps which hug the right-of-way; and motor graveyards.

None of these conditions should be tolerated, and it is no softening of the indictment to admit that all of some highways and considerable stretches of all highways are comparatively free from blight. This is just an illus-

*259 N. Y. 327.

†289 Mass. 149.

tration of the well-known formula "roadside business follows traffic volume." Some excellent roads are so new that traffic has not found them, but the picture of roadside conditions on any of the older roads varies principally with the traffic volume and the number and size of the cities and towns through which the road passes.

Methods of Improvement

All the proposals for improving roadside conditions cannot here be reviewed. The excellent work of the landscape divisions of highway commissions is a chapter in positive roadside betterment which can only be mentioned in passing. We are concerned now with the methods of protecting the highway from the uses of private land which prevent the full realization of the recreative value of travel.

There can be local action without regulation under law or ordinance. Persuasion either of the outdoor advertiser or of the land owner may accomplish some improvement. Public sentiment, highly aroused and properly directed, is often effective. Many instances are recorded of the removal of objectionable signs because of the protests of a vigilant community.

Local action by comprehensive zoning ordinances or by ordinances more limited in extent can keep business in its proper place. Local zoning, however, has its decided limitations. The communities and the rural sections that most need it are slowest to use it, and it is not rare to see, even in a zoned community, the entire length of the through road given up to business.

Progressive policies of state and Federal highway departments are responsible for a great improvement in roadside conditions. They are securing wider rights-of-way for new highway locations, are by-passing existing communities, and are inducing the set-back of gas stations and other wayside structures. In Florida, the two-hundred-foot right-of-way is no longer experimental. Highway frontages on these wider roads are poor locations for "snipe signs" and even larger advertising structures up to fifty square feet in area. Although not sufficiently proved by experience, the cheaper type of wayside business probably will be discouraged by wider rights-of-way because of the inconvenience of access or the cost of providing adequate access roads.

The Norris Freeway which connects Norris, Tennessee, with Route 25 out of Knoxville, is built on a 250-foot right-of-way and with considerable limitation on the right of access to and from abutting property. It closely approaches the ideal commercial highway except that there is no adequate protection from large advertising signs which may be located just off the right-of-way. The Blue Ridge Parkway from the Shenandoah Mountains in Virginia to the Great Smokies in North Carolina and Tennessee, and the Natchez Trace from Nashville, Tennessee, to Natchez, Mississippi, are highway routes through parks nowhere less than two hundred feet wide

and averaging eight hundred feet in width. The barrier of park land between private holdings and the right-of-way automatically controls roadside conditions and makes them perfect tourist routes.

Parkways are the ideal solution of the roadside improvement problem, but the use of them is limited to certain sections of the country, more or less scenic, and to undeveloped and comparatively cheap land. Otherwise their expense is prohibitive. Wider rights-of-way will accomplish a set-back of all signs and the probable disappearance of the cheaper commercial structures, but acquisition of additional land may be expensive.

Some essential improvements in roadside conditions can be brought about only by new or strengthened legislation.

State Laws Regulating Outdoor Advertising on Private Property

Laws which attempt to control outdoor advertising have been passed against the bitterest opposition of the outdoor advertising industry. In every State such laws are a result of compromises and have been much weakened in the process. Forty-two States have laws of some sort which regulate signs on private property. Six States, apparently, have no legislation whatever on this subject.

Thirty States have legislated specifically against signs on fences, posts, walls, trees and rocks, making such signs when on private property illegal without the consent of the owner. Massachusetts, Idaho and Colorado are more sweeping in their ban of the little signs which irritate by their frequency. In Massachusetts, no outdoor advertisement can be painted or affixed anywhere on rocks or trees nor on fences or poles within fifty feet of any public way. In Colorado there can be no sign on posts, trees, bridges, barricades, rocks or fences anywhere outside of incorporated cities and towns within five hundred feet of the center line of highways. Idaho forbids "any person to paint, sketch or place in any manner or form or by any means upon any rock or rocks or similar natural object or objects *any place within the State of Idaho*, any sign, advertisement or picture or commercial or business name for business or commercial purposes." Enforcing the snipe-sign law should be easy in Massachusetts, Colorado and Idaho, but in the other States a more effective provision probably would be a minimum fee on all signs of at least one dollar. A sign not having the paid stamp of the State would be a fair prey for civic marauders in the name of better roadsides. Such a provision works in Maine, Massachusetts and New Jersey, where the snipe signs have almost disappeared from the roadside.

Fourteen States regard road intersections and curves as too dangerous locations for advertising signs. They either prohibit them altogether at varying distances or limit the ban to places where the view may be obstructed.

A few States enforce building lines for billboards. In Vermont where the right-of-way is usually narrow, the signs must go back thirty-five feet from the center line of the highway; in Connecticut, fifteen feet from the highway line; in Nevada, twenty feet; and in Maine, fifty feet.

Parks and parkways are also protected by set-back lines for billboards of varying distances from the highway: In Vermont, fifty feet; in Connecticut, one hundred feet; in Maine and Massachusetts, three hundred feet; and in New York, Colorado and Virginia, five hundred feet.

Nineteen States attempt regulation by a system of fees, eight imposing both a license fee on the outdoor advertiser for the privilege of doing business and a permit fee for each advertising location. Maryland charges a license fee of $200 except where the advertiser uses only fifty locations, when the fee is $50, and a permit fee of half a cent per square foot of advertising space, with a minimum fee for each location of one dollar. New Jersey goes Maryland one better by making its permit fee three cents per square foot of advertising space. Vermont grades the permit fees from fifty cents to $9.25. Massachusetts charges a fixed rate of four dollars for all sizes of boards.

The chief results of billboard legislation have been to eliminate small signs, to move the boards back somewhat from the edge of the road and above all, to make the people conscious of the need of further improvement. There is little evidence that the number of large boards has decreased in any State except possibly Massachusetts. There is evidence of the movement of large boards from rural sections of the highway to more compact areas. In every State of the Union, with the possible exception of Massachusetts, the laws regulating outdoor advertising should be strengthened. Massachusetts regulations, upheld in every particular by the Massachusetts decision above cited, point the way for other States.

Undoubtedly the large signs are coming off the scenic roads in Massachusetts due to the vigorous administration of the law and especially these three provisions: (1) all boards over three hundred square feet in area must go back three hundred feet from the highway line except in business areas; (2) no billboards are allowed in residence blocks except with the consent of the majority of the frontage owners (a residential block is one in which half the buildings on both sides of the street are used exclusively for residential purposes); (3) no billboards are allowed in locations which would be harmful to the public welfare having "regard to the health and safety of the public, the danger of fire and the unusual scenic beauty of the territory."

A strong billboard act which will include license and permit fees and the regulative features of the Massachusetts law is recommended for every State and a suggested draft is offered on page 14.

Highway Protective Districts

All billboard legislation is defective because it is directed against only one of the blighting influences of the highway. The many types of commercial uses which have already been referred to are left to add to the hazards of travel and take from its pleasure. Some of these structures may be well designed and neatly kept, but when they sell all sorts of things and

have a right to advertise them by signs of all kinds, shapes and sizes, they produce a considerable stretch of offensiveness which cannot be controlled under billboard legislation. Places which are advertising their own business and products sold on the premises are always excepted from provisions of billboard laws, but the number and size of signs advertising goods sold on the premises may be regulated by law.

Maryland limits the area of exemption from fees for signs to 100 feet on either side of the building where the business is carried on.* A much more effective way to control advertising of this sort is to regulate the location of the business structure, that is, to prohibit altogether the isolated filling station, store or stand on the rural roadside and to concentrate all wayside business in logical business areas.

The American Automobile Association, which has had a committee working on this subject for the last two years, unanimously adopted the final report of the committee at its annual session in Cleveland in November, 1938. The report includes a law which establishes highway protective districts on all the roads in the state highway system, and in these districts all business is concentrated in a few business areas at reasonably spaced intervals selected on the basis of their suitability as well as their present use. The American Automobile Association is strongly recommending to its affiliated members the sponsoring of this law in their various States. The proposed law is quite closely followed in the suggested draft on page 11 except for Sections 3 and 4 which are substituted for Section 4 of the American Automobile Association's act. This Section 4 is also reproduced for purposes of comparison in a footnote on page 11.

This method of roadside protection has been called highway or "strip" zoning. It has been subjected to criticism and its validity has been questioned because heretofore zoning has been limited to a governmental unit—a town, village, city or county—and its legal soundness has depended on the thoroughness and fairness with which the entire unit has been divided into zones. The critics have said that the highway or the rural parts of it are not a governmental unit. It is submitted that this is too narrow a view. The road and the roadside which serves it have a peculiar character as a transportation channel which makes them a specially appropriate unit for the application of the zoning principle. The separation of business and residential areas in town and city has been recognized as essential to the safety, convenience and general welfare of the people. That separation is equally imperative on the highways.

It is through the agency of the state highway authorities, with Federal aid administered by the U. S. Bureau of Public Roads, that the benefits of state highway systems are conferred upon the people of each State. It is only fair that the state highway authorities, which contribute to the wealth of the States, should be enabled to protect the investment of public funds from the undesirable exploitation of the property owners along the highway who secure whatever financial returns they are able to collect from an

*Chapter 324 of the Laws of 1931.

unwilling public which has already contributed to the capital investment in highways. State highway authorities may well be invested with power to set up the rules of the game by which control may be established over the uses of private property adjoining the highway.

The motor vehicle laws of many States compel a reduction of motor speeds in business or congested areas as a safety regulation. Speed is recognized as dangerous in business areas where sudden stopping or turning may be expected. No business should be allowed in those sections of the rural highway where highest speeds are permitted. Using the zoning principle merely to separate business areas should not be criticized because it is incomplete zoning.

Nor should the establishment of highway protective districts and their regulation by the State be objected to as an invasion of local rights. The State has a much greater interest in its transportation routes and a greater duty to protect them than any locality through which they pass. Moreover the law is limited in operation primarily to rural areas. The only exception is in incorporated places which have a population of five hundred or under.

The state highway commission and the state planning board should collaborate in defining the boundaries of commercial districts, but whatever agency has this duty and under whatever rule of guidance, the task will not be difficult. There are scarcely any business centers or potential business areas except in the cities, towns or roadside communities. This unusual concentration of business is a great advantage both in the adoption of the law and in its administration.

Connecticut law furnishes a precedent for the establishment of highway protective districts in providing that:

> for the purpose of lessening, eliminating and regulating distracting hazards to safe motor vehicle operation and general traffic upon the highways, the selectmen of any town, the mayor and council or board of aldermen of any city and the warden and burgesses of any borough are authorized to enact ordinances or by-laws establishing districts or zones within which no commercial or business structure or building, including advertising signs, may be erected.

To be sure, the regulating and enforcing power has been delegated by the legislature to boroughs, towns and cities, and since the passage of the law in 1931 there has been scarcely any use of it by the towns of the State. Rural townspeople are slow to see the community's advantage in zoning. Any restriction on the right to use one's property weighs the scale more heavily than the protection afforded by the regulations. Rather than wait for the very slow process of town regulation, it should be the duty of the State to intervene for the protection of the users of the road especially on the routes of heavy travel.

Limited Access Roads

Another basic protective measure involves the denial of the right of access to the highway from abutting private land. It is not only a question

of what the vast army of pleasure travelers may see as they drive along the scenic highways of the United States, though this is an important factor esthetically and financially, but there is also the insistent demand for greater safety. The menace of uncontrolled access to through highways has become intolerable. No one can suppose that the general public will continue to condone, or the highway authorities to permit, the indefinite duplication of dangerous highways. The limited access highway, or freeway, is bound to come. It already exists in many parts of the country. A few States have legalized it. Others will follow.

In the interests of safety we have experimented with three- and four-lane highways, which, in the Report of the Oregon State Planning Board on "Freeways for Oregon," are stigmatized as "deathtraps of the highway system." There was some improvement when we acquired planted strips between the opposing lanes of traffic. In the case of parkways, we learned that these separated lanes need not necessarily be parallel and need not be within sight of each other. In hilly or mountainous country these widely separated lanes cause much less damage to the scenery through cuts and fills and they also make driving much less hazardous.

In Westchester County, where parkways carry large volumes of traffic, much of the private property along the way is denied access to the parkway except at infrequent and protected intervals. Sometimes there is a service road nearby and sometimes the property faces on other roads entirely unrelated to the parkway.

Where the right-of-way is wide enough, planted strips may blot out the view of billboards. This method has been successfully used by the New York State Highway Division and its right to plant trees and vines on screens within the right-of-way to hide billboards on private property has been sustained in the now famous Perlmutter case.

In California, a few years ago, a new highway opened up some very beautiful country suitable for suburban residential use. Immediately the owners of abutting vacant property began to besiege the county planning board with requests to change the zoning so that they could build filling stations and erect billboards, none of which were, in the opinion of the authorities, needed or wanted. But the hammering on the planning board was so insistent that it was feared that some day, with a change of personnel, these applications might be granted, with the result that the use of the highway as a pleasure drive would be lessened and the potential and existing residential neighborhood started on the skids of depreciation. So it was decided to re-design the highway. The existing road was bordered by planted strips on each side. Outside of these strips access roads were built to serve the abutting property. All through traffic was handled on the inner highway. At once, by the very design of the road itself, through the application of freeway principles, the private property became unsuited to business uses. Applications for changes of zoning ceased, as it was apparent that a filling station or billboard on the outer, local lane, hidden from the through traffic by planted strips, would not be profitable.

The freeway laws adopted in New York and Rhode Island in 1937* are founded on this principle and its great value in highway protection is excellently set forth in the monograph entitled "Freeways for Oregon" published in November, 1938, by the Oregon State Planning Board. Any use of abutting land which necessitates getting to the highway is wiped out by this type of legislation, but its effectiveness is limited. Advertising signs need no access to the highway. Consequently any freeway law or limited access highway law, however successfully it controls the commercial use of land along the road, must be supplemented to take care specifically of the advertising business.

The other and more serious limitation is the cost of land. The theory of non-access can best be applied to new routes through undeveloped territory where land is cheap and where it is, for the most part, not gainfully used. An act which was passed by the Assembly of New Jersey in 1938, but failed in the Senate because of adjournment, applies the limited access principle to existing roads as well as to new routes. This act has been used as the basis of the limited access highway draft on page 14.

Recommendations Summarized

1. The suggested law establishing highway protective districts is the most far-reaching of the three suggested laws and contains practically all the advantages of the others.

2. The limited access highway law would be especially useful in the establishment of new routes through undeveloped country. Its use on existing highways is not recommended with the same confidence as the law establishing highway protective districts.

3. The law regulating billboards obviously falls short of the protective features of the suggested laws referred to in paragraphs 1 and 2, but it is recommended if an intermediate step to the more comprehensive law is thought expedient.

The task ahead is to fit the type of controlling legislation to the situation in each State and to make public opinion conscious of the need of the best highway protection. The compilation of state laws on page 19 is some evidence of the size of the task, but the encouraging thing is the growing appreciation of the highway as a recreational asset both on the part of the public and the highway authorities. States which now have little or no statutory protection for their roads may be the first to adopt the most drastic regulations.

In every State where legislation is being considered, the forms suggested in this Report should be studied by local attorneys to make sure that the provisions of the acts are in accordance with existing law and practice. The three proposed acts, as discussed above, follow.

*Public Laws of Rhode Island, 1937, Chapter 253.
Laws of New York, 1937, Chapter 248.

Proposed State Roadside Development and Control Act

FOR THE ESTABLISHMENT OF HIGHWAY PROTECTIVE AREAS

TITLE OF ACT. An Act for the purpose of providing for the public safety and general welfare, for the purpose of promoting the safety and convenience of travel on the highways and for eliminating, lessening or regulating distracting hazards thereon, for the purpose of conserving the investment of the State in its highways, and providing for regulations to be adopted by the State Highway Commission governing the use of land and buildings in the highway protective area established hereunder and providing for the enforcement of this Act and the disposition of fines collected hereunder.

Section 1. The duties set forth in this Act and such other duties in connection therewith as may from time to time be prescribed shall be performed by the State Highway Commission with the advice and coöperation of the State Planning Board. Said Highway Commission will hereinafter be referred to as the Commission. Such persons as may be necessary for the purposes of this Act shall be employed and shall receive such compensation as the Commission may determine and as may be provided in its budget.

The chairman of the Commission or a member delegated by him shall preside at all public hearings. All records of the Commission shall be public records and the Commission shall annually make to the Governor a detailed report of its official transactions and of all its expenditures and of all liabilities incurred by it.

Section 2. There is hereby established a highway protective area which shall consist of all land parallel to the highways constructed and maintained in whole or in part by the State, including state-aid highways and within one thousand feet of the center of the right-of-way of such highways. Within this protective area there shall be no business or industrial use of land and no construction or use of buildings or structures for business and industry except in commercial districts as hereinafter provided. Land within incorporated municipalities having a population of 500 or over is expressly exempted from this Act, but it may be included and made subject to all the provisions hereof by vote of the governing body of the municipality.

Section 3. Within the highway protective area, the Commission shall regulate the number, location and design of access roads, establish set-back lines and designate commercial districts with regulations for the use of land and buildings therein in accordance with a plan and after studies of land uses, population distribution, trade areas, scenic areas, public reservations, the needs of motor travel and such other matters as influence development of land, safety of the users of the highway and welfare of the people in and near the highway protective district. Plans may be adopted and regulations established for the protective areas on such highway or highways as in the judgment of the Commission most need protection, but before the regulations provided for herein shall become effective, the Commission shall hold public hearings thereon at least ten days' notice of which shall be published in newspapers of general circulation in the State. The regulations may be amended, supplemented and changed from time to time by the Commission subject to the foregoing provision for public hearing and notice.

Subject to the provision of Section 8, land shall not be deemed commercial in character or included in commercial districts which is primarily devoted to residence, farming, horticulture, floriculture, the raising of live stock, or to pasturage, forest, woodlots, parks, public reservations, recreation areas or cemeteries.

NOTE: For purposes of comparison, Section 4 of the American Automobile Association's Suggested Uniform Act for Roadside Development and Control is given below:

"Section 4. The said Commission shall designate in the aforesaid protective area, commercial districts and non-commercial districts in accordance with the following rule:

" 'Commercial districts' shall be (selected from) those lands within the highway protective area where for not less than one-fourth of a mile on either side of the highway, the buildings average less than one hundred feet apart and at least forty per cent of such buildings are used for business or industry. Farm buildings, nurseries, greenhouses, tourist camps, advertising signs and structures, and wayside stands for the sale of goods manufactured or produce raised on the premises shall not be considered used for business.

" 'Non-commercial districts' shall be all other lands within the said protective area."

Section 4. It shall be the duty of the State Planning Board to make the studies required herein and certify to the State Highway Commission plans of the highway protective area or portions thereof with its recommendations for commercial districts, set-back lines and access roads. After the receipt of such plan, the Commission shall exercise the powers granted by Section 3 of this Act for any highway or highways, but before the regulations provided for herein shall become effective the Commission shall hold public hearings thereon at least ten days' notice of the time and place of which shall be published in newspapers of general circulation in the State.

Section 5. Non-commercial districts shall be all lands within the highway protective area which are not specifically included in commercial districts. Only business and industrial uses shall be excluded from non-commercial districts and the following uses shall not be considered business uses for the purposes of this section:

Hospitals and sanitaria.

Farms and farm buildings, truck gardens, nurseries and greenhouses.

Hotels, boarding or rooming houses.

Telephone exchange without service yard or outside repair or storage facilities.

Athletic fields, golf courses and cemeteries.

Structures and signs not exceeding a total area of ten square feet advertising the sale or rental of the premises and containing no other advertising matter.

Accessory signs, structures and devices used for outdoor advertising not exceeding twenty square feet in total area on any one building or lot, or on any farm, garden or nursery, or on the premises of any public building.

Accessory signs, structures and devices used in outdoor advertising not exceeding fifty square feet in total area on the premises of a private building used for business or industry when such sign or signs are located within one hundred feet of the point of sale or manufacture of the products advertised.

Any lawful sign relative to government business displayed by a town, city, county, the State or the United States.

Wayside stands for the sale by the owner or lessee of the premises of goods manufactured or of produce raised thereon except that parking space adequate in the judgment of the Commission shall be provided on private property.

Section 6. In commercial and non-commercial districts within the highway protective area no structure or building shall be erected or maintained within fifty feet of the right-of-way line of the nearer side of the highway. This limitation shall not apply to warning or directional signs erected and maintained by the State, county or a municipality, and shall be subject to the power of the Commission to make special exceptions as provided in Section 8.

Section 7. Within the highway protective area no person, firm or corporation shall commence to construct, reconstruct, move, alter or use any building for any business or industrial purpose or shall use land for any such purpose until such person, firm or corporation has been granted a permit so to do by the Commission or by such person or persons as the Commission appoints for this purpose.*

Section 8. Where permits are refused, appeal may be had to the Commission which shall hold a public hearing thereon, written notice of which shall be mailed ten days before the date of hearing to the applicant and to the owners of all real estate which the Commission deems will be affected by the granting of the permit. After such hearing the Commission may grant or refuse the permit applied for in accordance with the provisions of this Act and in exceptional circumstances where strict adherence to the provisions of this Act would involve unnecessary hardship to the applicant or to the traveling public, may grant variances and make special exceptions subject to appropriate conditions and safeguards in harmony with the intent and purpose of this Act but not otherwise. The Commission shall keep a detailed record of its proceedings setting forth the reason or reasons for its decisions and other official actions.†

Nothing in this Act shall be construed as authorizing the Commission to grant a permit for a structure or use prohibited by local ordinance or by-law.

Section 9. The Commission shall have the power to issue subpoenas and process compelling the attendance of any person, and the production of any papers or books for

*It is expected that the Commission will delegate the power to grant permits to members of its staff in different parts of the State in order to facilitate the administration of the law. These agents, like building inspectors in zoning, will be bound by the language of the Act and will have no power to make exceptions or grant variances.

†The Highway Commission will function as a board of adjustment.

any purpose covered in the Act, and shall have the power to administer an oath to any person whose testimony may be required; and it shall be unlawful for any person to refuse to obey such subpoena or to make answer to any competent and material questions propounded to him by the Commission.

The notices provided for in this Act may be given by registered letter mailed to the last known address of persons involved, and the Commission's certificate shall be sufficient evidence of such notice and the mailing thereof.

Section 10. Any person aggrieved by a determination of an appeal to the Commission may appeal to a court of record and the procedure on such appeal shall be such as is followed in zoning appeals, or where there is no special procedure in zoning appeals shall be such as is provided in civil actions.*

Section 11. Any lawful building or use of a building or premises or part thereof existing at the time of the adoption of this Act may be continued although such building or use does not conform to the provisions hereof, provided, however, that all existing billboards or structures for the display of outdoor advertising shall be relocated at least one hundred feet distant from the nearer right-of-way line of the highway and provided that whenever any such non-conforming use has been abandoned for one year or more it shall not be resumed unless specially permitted under Section 7.

Section 12. Buildings constructed, used or altered, structures including advertising structures and devices erected, maintained or used and premises used in violation of any of the provisions of this Act or the orders or regulations made under the authority thereof are hereby declared to be nuisances; and the owner or person in charge of maintaining such nuisances upon conviction shall be punished by a fine of not more than One Hundred Dollars ($100.00) per day for each and every day such nuisance shall be permitted to continue, and shall be required to abate such nuisance.

The Attorney General of the State may maintain an action in Superior Court of the State in the name of the State to abate and perpetually enjoin such nuisances.†

All penalties, fines and forfeitures collected under and by virtue of this Act shall be deposited in the treasury of the State, to the credit of the Commission.

Section 13. This Act shall be so interpreted and construed as to carry out its general purpose to promote the safety, convenience or general welfare of the public and the development of the land within the highway protective area and adjacent thereto.

If any part or parts of this Act shall be held to be unconstitutional, such unconstitutionality shall not affect the validity of the remaining parts.

Wherever the regulations in this Act, or made under the authority thereof, are more restrictive or impose higher standards than are required in or under other statutes, the regulations authorized by this Act shall govern. Wherever the provisions of any other statute, local ordinance or by-law are more restrictive or impose higher standards than are required by this Act, the provisions of such other statute, ordinance or by-law shall govern.

There is hereby appropriated for the year of ——— the sum of $——— to be used by the Commission to carry out the purposes of this Act.

Section 14. The following words, as used in this Act, shall for the purposes of this Act have the meanings respectively ascribed to them in this section, except in those instances where the context indicates a different meaning:

(a) The singular shall include the plural; the masculine shall include the feminine and neuter as requisite.

(b) "Person" shall include individuals, partnerships, corporations, receivers, referees, trustees, executors and administrators.

(c) "Highway," every way or place of whatever nature open to the use of the public for the purpose of vehicular traffic which is under the jurisdiction of the State or which is constructed and maintained in whole or in part by the State, including state-aid roads.

(d) "Accessory sign" shall mean any outdoor advertising device which carries only advertisements strictly incidental and subordinate to a principal use of the premises on which it is located, including signs indicating business or goods sold on the premises by the owner or occupant thereof but not including any sign which is controlled by any party except the owner or occupant of the premises.

Section 15. This Act shall take effect the ———day of————, 19——.

*The phraseology of this Section will vary from State to State in accordance with court practice.

†The phraseology should follow that which has to do with the enforcement of police power regulations in each State.

Proposed Act for the Acquisition, Development and Protection of Limited Access Highways

Section 1. Upon designation by the state legislature of any projected state highway or state-aid highway or portion thereof as a limited access highway, the State Highway Commission shall have the authority to arrange with land owners for the limitation of public or private access or for complete exclusion of vehicular access to the highway right-of-way at the time of purchase of right-of-way for such highways or portions thereof. Such agreements shall be made parts of the purchase contract.

Section 2. Upon designation by the state legislature of any existing state highway or any state-aid highway or portion thereof as a limited access highway, the State Highway Commission shall have the authority to control the number of access roads and their location and design and may acquire either by purchase or condemnation such access rights as will either limit or completely exclude the right of vehicular access to the highway right-of-way.

Section 3. Lands needed for highway purposes are declared to be all those lands required for the traveled way together with those lands or rights in lands required for maintenance and protection of the present and future use of the highway.

Section 4. This Act shall take effect immediately.

Proposed Act to Regulate Outdoor Advertising

TITLE OF ACT. An Act to regulate outdoor advertising in sight of public highways; to provide for licensing persons engaged in the business of outdoor advertising and for the issuance of permits for advertising structures and advertisements; to prohibit certain advertisements and advertising structures and to provide for the removal of advertisements and advertising structures illegally posted, displayed, erected, used or maintained; to prescribe the powers and duties of certain officers relating thereto; and to prescribe penalties for violations of this Act.

Section 1. Definitions. The following terms, wherever used or referred to in this Act, shall have the following meanings unless a different meaning clearly appears from the context:

(a) "Advertisement" means any writing, printing, picture, painting, display, emblem, drawing, sign or similar device intended to invite or draw the attention of the public to any goods, merchandise, property, real or personal, business, services, entertainment or amusement, manufactured, produced, bought, sold, conducted, furnished or dealt in by any person, which is posted or displayed outdoors, on real property and shall include any part of an advertisement recognizable as such.

(b) "Advertising structure" means any rigid or semi-rigid material, with or without any advertisement displayed thereon, situated upon or attached to real property outdoors, primarily or principally for the purpose of furnishing a background or base or support upon which an advertisement may be posted or displayed.

(c) "Business of outdoor advertising" means the erection, use or maintenance of advertising structures, or the posting or display of outdoor advertisements, by any person who receives profit gained from rentals or any other compensation from any other person for the use or maintenance of such advertising structures or the posting or display of such advertisements, except reasonable compensation for materials and labor used or furnished in the actual erection of advertising structures or the actual posting of advertisements.

(d) "Commission" means the State Highway Commission.

(e) "Highway" means every way or place of whatever nature open to the use of the public for the purpose of vehicular travel.

(f) "Residential district" means an area zoned as residential in local or county zoning ordinances and any block or section along the highway between intersecting roads, whatever its local zoning designation, in which one-half of the buildings are used exclusively for residential purposes.

(g) "Rural district" means any area zoned as rural in local or county zoning ordi-

nances and any block or section along the highway between intersecting roads, whatever its local zoning designation, in which sixty per cent or more of the land is devoted to one or more of the following purposes:

Farming, the raising of live stock, horticulture, floriculture, plantations, the sale of the produce of the land in stands erected thereon; forest or woodlots, parks, reservations or recreation areas, cemeteries, schools and churches.

(h) "Compact area" means any area along the highway for a distance of at least one quarter of a mile in which the buildings are situated less than one hundred and fifty feet apart.

(i) "Person" includes an individual, partnership, association or corporation.

(j) "Real property" includes any property physically attached or annexed to real property in any manner whatsoever.

Section 2. Enforcement of provisions by Commission. It shall be the function and duty of the Commission to administer and enforce the provisions of this Act. It may, in the performance of its duties hereunder, assign to division engineers, and other employees in the Department of Highways, such duties other than discretional powers as it may think appropriate.

Section 3. Territory to which Act applies; entries, examinations and surveys. The territory under the jurisdiction of the Commission for the purposes of this Act shall include all of the State except compact areas as herein defined. The Commission and all employees under its direction, in the performance of their functions and duties under the provisions of this Act, may enter into and upon any land upon which advertising matter coming within the terms of this Act is displayed and make such examination and surveys as may be relevant.

Section 4. Licensed outdoor advertisers. No person shall engage or continue in the business of outdoor advertising in this State without first obtaining a license therefor from the Commission. The fee for such license, hereby imposed for revenue for the use of the State, shall be two hundred dollars per annum, payable annually in advance except that persons maintaining not more than fifty advertisements or advertising structures shall pay annually in advance a fee of fifty dollars. Applications for licenses, or renewal of licenses, shall be made on forms furnished by the Commission and shall contain such information as the Commission may require, and shall be accompanied by the annual fee. Licenses granted under this section shall expire on the thirty-first day of December of each year, and shall not be prorated. Applications for the renewal of licenses shall be made not less than thirty days prior to the date of expiration.

The Commission shall have the right, after thirty days' notice in writing to the licensee, to revoke any license granted by it upon repayment of a proportionate part of the license fee, in any case where it shall find that any of the information required to be given in the application for license is knowingly false or misleading or that the licensee has violated any of the provisions of this Act, unless such licensee shall, before the expiration of said thirty days, correct such false or misleading information and comply with the provisions of this Act. Any person whose license is so revoked may, within thirty days from the date of such revocation, appeal from the decision of the Commission to a court of record.

Section 5. Individual permits: Fees. (a) Except as in this Act otherwise provided, no person, whether engaged in the business of outdoor advertising or not, shall erect, use, maintain, post or display any advertisement or advertising structure without first obtaining a permit therefor from the Commission and paying the annual fee therefor, as herein provided.

(b) A separate application for a permit shall be made for each separate advertisement or advertising structure, on a form furnished by the Commission, which application shall be signed by the applicant or his representative duly authorized in writing to act for him, and shall describe and set forth the size, shape and the nature of the advertisement or advertising structure it is proposed to post, display, erect or maintain, and its actual or proposed location with sufficient accuracy to enable the Commission to identify such advertisement or advertising structure and to find its actual or proposed location. Every application shall be accompanied by a fee of fifty cents for each advertisement or advertising structure containing fifty square feet or less and a fee of two cents for each square foot of surface used or to be used for advertising purposes where such surface exceeds fifty square feet. Each portion of an advertising structure upon which an advertisement is posted or displayed shall constitute a separate advertising structure for

the purposes of this section. If the permit is refused, the Commission shall refund one-half the application fee to the applicant. Each application shall be accompanied by the written consent, or in lieu thereof a copy certified by an officer authorized to take acknowledgments to deeds in this State, of the owner of the real property upon which such advertisement or advertising structure is to be erected, used, maintained, posted or displayed, or of such other person having the legal right to grant such consent, or of the duly authorized agent of such owner or other person. Application shall be made in like manner for a permit to use, maintain or display any existing advertisement or advertising structure. Permits issued hereunder shall run for the calendar year, and may be renewed upon payment of the same fee required to be paid upon application for a permit. No application shall be required for renewal of a permit.

(c) If more than one side of an advertising structure is used for advertising, an application fee for each such side shall be required. Advertisements sculptured in the round shall be treated as using three sides.

(d) The Commission may, after thirty days' notice in writing to the permittee, revoke any permit issued by it under this section upon repayment of a proportionate part of the fee in any case where it shall appear to the Commission that the application for the permit contains knowingly false or misleading information or that the permittee has violated any of the provisions of this Act, unless such permittee shall, before the expiration of said thirty days, correct such false or misleading information and comply with the provisions of this Act.

(e) Any person aggrieved by any action of the Commission in refusing to grant or in revoking a permit under this section may, within thirty days from the date of such refusal or revocation, appeal from the decision of the Commission to a court of record.

Section 6. Bond required. Before any license or permit or renewal thereof required by this Act shall be issued to any person not a resident of this State, such person shall execute and file with the Commission a bond to the State of ———— with surety to be approved by said Commission in the penalty of $1,000, the condition of which shall be that the obligor shall pay to the State all sums as shall become due it under this Act and shall comply with all the provisions thereof or rules adopted pursuant thereto.

Section 7. Identification. The Commission shall require that each advertising structure and each advertisement not posted or displayed on an advertising structure shall bear an identification number, furnished by the Commission and if erected, maintained or displayed by a licensed outdoor advertiser shall also bear his name, and the Commission shall make suitable provision for the details thereof.

Section 8. Removal. All outdoor advertisements and advertising structures shall be removed by the permittee within ninety days from the date of the expiration or revocation of the permit for the same. The Commission in the case of default of removal, shall give the permittee at least thirty days' notice of the date of expiration of such ninety day period. Any permittee failing to remove any such advertisement or advertising structure within said ninety days shall be deemed guilty of a misdemeanor.

Section 9. Certain outdoor advertising probibited. No advertisement or advertising structure shall be erected or maintained:

(a) Within five hundred feet of any public park or parkway, public reservation, public cemetery, public playground or state forest;

(b) Within one hundred feet of the boundary line of any highway, and if the advertising structure exceeds three hundred square feet in area, within three hundred feet of the boundary line of the highway;

(c) Which uses the word "stop" or "danger" prominently displayed, or presents or implies the need or requirement of stopping or the existence of danger, or which is a copy or imitation of official signs;

(d) Which involves motion or rotation of any part of the structure or displays intermittent lights;

(e) In such manner or place as to constitute a hazard to traffic;

(f) In a residential or rural district as defined herein.

Section 10. Outdoor advertising on highways. Any person who wilfully or maliciously displaces, removes, destroys or injures a mile-board, mile-stone, danger sign, signal, guide-sign, guide-post, highway sign or historical marker or any inscription thereon, lawfully within a highway, or who in any manner prints, paints, places, puts or affixes any advertisement upon or to any rock, stone, tree, fence, stump, pole, mile-board, mile-stone, danger sign, guide-sign, guide-post, highway sign, historical marker, building

or other object lawfully within the limits of any highway, or on one hundred feet on either side thereof, shall be guilty of a misdemeanor and shall be punished accordingly.

Section 11. Disposition of fees. All moneys received from licenses and permits under the provisions of this Act and from fines collected hereunder shall be deposited with the State Treasurer. The expenses of the administration of this Act shall be paid out of such funds and balance shall be credited to the State Highway Commission and used for roadside improvement.

Section 12. Harmony of regulations. No zoning board or commission nor any other public officer or agency, shall permit any advertisement or advertising structure which is prohibited under the provisions of this Act, nor shall the Commission permit any advertisement or advertising structure which is prohibited by any other public board, officer or agency in the lawful exercise of its or their powers.

Section 13. Certain advertisements excepted. The following advertisements and the advertising structures, or parts thereof, upon which they are posted or displayed, are excepted from all the provisions of this Act, save those enumerated in Section 9, subsections (c), (d) and (e), but the size, number and location of such advertisements and advertising structures shall be in the sole discretion of the Commission:

(a) Signs erected or maintained, or caused to be erected or maintained, by the owner or lessee of a place of business or residence within one hundred feet of such place of business or residence, and relating solely to merchandise, services or entertainment sold, produced, manufactured or furnished at such place of business or residence;

(b) Signs erected or maintained, or caused to be erected or maintained, on any farm by the owner or lessee of such farm and relating solely to farm produce, merchandise, services or entertainment sold, produced, manufactured or furnished on such farm;

(c) Signs upon real property posted or displayed by the owner, or by the authority of the owner, stating that the property, or a part thereof, is for sale or rent;

(d) Official notices or advertisements posted or displayed by or under the direction of any public or court officer in the performance of his official or directed duties, or by trustees under deeds of trust, deeds of assignment or other similar instruments;

(e) Danger or precautionary signs relating to the premises or signs warning of the condition of or dangers of travel on a highway, erected or authorized by the Commission; or forest fire warning signs erected under the authority of the State, and signs, notices or symbols erected by the United States Government;

(f) Signs relating solely to any city, town, village or historic place or shrine;

(g) Notices of any railroad, bridges, ferries or other transportation or transmission company necessary for the direction or safety of the public;

(h) Signs, notices or symbols for the information of aviators as to location, direction and landings and conditions affecting safety in aviation erected or authorized by the Commission;

(i) Signs containing sixteen square feet or less and bearing an announcement of any town, village or city advertising itself or local industries, buildings, meetings or attractions, provided the same is maintained wholly at public expense;

(j) Signs or notices containing two square feet or less, placed at a junction of two or more roads in the state highway system denoting only the distance or direction of a residence or a place of business;

(k) Signs or notices erected or maintained upon property giving the name of the owner, lessee or occupant of the premises;

(l) Historical markers and signs erected or caused to be erected by the Commission;

(m) Highway markers and signs erected, or caused to be erected by the Commission;

(n) Signs erected upon property warning the public against hunting, fishing or trespassing thereon;

(o) Signs erected by Red Cross authorities relating to Red Cross Emergency Stations;

(p) Signs advertising agricultural products and horticultural products, or either, when such products are produced by the person who erects and maintains the said signs;

(q) Signs advertising bona fide agricultural county, district or state fairs.

Section 14. Violation of a nuisance: Abatement. Any advertisement or advertising structure which is erected, used, maintained, posted or displayed in violation of this Act, is hereby declared to be a public and private nuisance and shall be forthwith removed, obliterated or abated by the Commission or its representatives, after ten days' notice in writing mailed to the last known address of the licensee or permittee or if there

be no licensee or permittee then to the person erecting, maintaining, using, posting or displaying the same.

Section 15. Penalties. Any person, firm or corporation violating any provision of this Act for which violation no other penalty is prescribed by the Act, shall be guilty of a misdemeanor and upon conviction thereof, shall be fined not less than ten dollars, nor more than fifty dollars; each day during which such violation is continued after conviction may be treated for all purposes as a separate offense.

Section 16. Separability of provisions. If any provisions of this Act, or the application thereof to any person or circumstance, is held invalid, the remainder of this Act, and the application of such provisions to other persons or circumstances, shall not be affected thereby.

Section 17. Construction of Act. This Act shall be liberally construed with a view to the effective accomplishment of its purposes.

This Act shall take effect immediately.

A Compilation of State Laws Regulating Outdoor Advertising as of July 1, 1938

Almost every State exercises some control over advertising *on the highway*, that is, on land owned by the State. In a few States this control is not by virtue of any express statute but merely under the general power to remove obstructions and hazards of travel.

Only those state laws are noted in this compilation which affect advertising on *private land adjoining the highway*. For purposes of convenience in reference the laws are classified.

Class 1. State laws which impose fees and establish prohibited areas.
Class 2. State laws which merely establish prohibited areas.
Class 3. State laws which merely impose fees.
Class 4. State laws which regulate small or so-called "snipe" signs.

CLASS 1

MAINE. Laws of 1935, Chapter 163, as amended by Laws of 1937, Chapter 144.
*License fee, $25; except for five signs or less, $5.
Permit fee, $1 to $5 depending on area of advertising space.
Prohibited areas:
1. 300 feet from road intersections where advertising locations obstruct the view.
2. 300 feet from public parks, reservations, public forests, public playgrounds, churches, schools and cemeteries.
3. 50 feet from the highway line.
4. Where the advertising location is or would be injurious to property in the vicinity or injuriously affect any public interest or endanger the safety of persons using the highway.
5. Where prohibited by municipal ordinance.

Note: The Act does not apply to compact or built-up sections of towns or cities, *i.e.*, that territory contiguous to any way, in a distance of a quarter of a mile, which is built up with buildings devoted to business or where the dwelling houses are less than 150 feet apart.

VERMONT. Acts of 1929, Chapter 28.
License fee, $25.
Permit fee, fifty cents to $9.25, graded in accordance with area of advertising space from six square feet to 600 square feet.
Prohibited areas:
1. 50 feet from public park, playground or cemetery.
2. 35 feet from the center line of highway.

*Note: The license fee is imposed for the privilege of carrying on the advertising business. The permit fee is the charge for each permit.

Note: The law applies only to areas outside of cities, incorporated villages or thickly settled or business parts of the town.

MASSACHUSETTS. 1918 Constitutional Amendment No. 50. Laws of 1921, Chapter 93, amended by Laws of 1924, Chapter 327. Regulations of the Department of Public Works adopted in 1924.

License fee, $50.
Permit fee, $4.

Prohibited areas:

1. 300 feet from parks or public reservations.
2. In any residence block except by written consent of a majority of frontage owners.*
3. 50 to 300 feet from the highway line depending on the size of the advertising structure.
4. 150 feet from road intersections.
5. Within 50 feet of other billboards or advertising devices.
6. Where harmful to public welfare.

CONNECTICUT. Laws of 1927, Chapter 254.

License fee, $100.
Permit fee, $3 to $9 graded as to area of advertising space.

Prohibited areas:

1. 100 feet from state parks, state forests, playgrounds or cemeteries.
2. 15 feet from the highway line outside of the built-up or thickly settled district of a city or town.

NEW JERSEY. Laws of 1931, Chapter 210.

License fee, $100.
Permit fee, three cents for each square foot of advertising space.

Prohibited areas:

1. 500 feet from road intersections or railroad crossings where advertising locations obstruct vision.
2. Where the advertising location is injurious to property or injuriously affects any public interest.
3. Where prohibited by municipal ordinance.

MARYLAND. Laws of 1931, Chapter 324.

License fee, $200 except for 50 locations or under, $50.
Permit fee, half a cent per square foot with a minimum of $1. Permit fees are charged only for locations within 500 feet of the highway and outside of incorporated cities, towns or villages.

Prohibited areas:

1. Where the advertising location obstructs the view of the road.
2. Where prohibited by municipal ordinance.

Note: The law also limits the sign area in connection with business buildings which are exempt from fees to within 100 feet of such buildings.

VIRGINIA. Laws of 1938, Chapter 333.

License fee, $25.
Permit fee, fifty cents for advertising space under 50 square feet; $2 for over 50 square feet of advertising space.

Prohibited areas:

1. Within 500 feet of named parkways.
2. Where the location constitutes a hazard to traffic.
3. Where prohibited by municipal ordinance.

Note: The law applies only outside of the corporate limits of any city or town.

NEBRASKA. Compiled Statutes of 1929, Section 39—1418.

Permit fees from twenty-five cents to $5.

Prohibited areas:

1. 300 feet from road intersections.
2. 300 feet from railroad crossings.

Note: This law applies only outside of incorporated cities, towns or villages.

*A residence block is where half of the buildings in the block are used exclusively for residence purposes.

NEVADA. Laws of 1925, Chapter 90.
License fee, $5.
Prohibited areas:
1. 20 feet from the line of unimproved highways.
2. Where natural beauty of scenery is measurably destroyed.
3. Where the vision of the road ahead or of curves and grades or intersections is obscured.

Note: The law applies only outside of cities and towns.

Laws of 1935, Chapter 42.
No advertising locations which obstruct the clear vision of the highway intersection or so as to constitute a hazard upon and/or prevent the safe use of the state highway.

NEW MEXICO. Acts of 1929, Chapter 123.
Permit fee of $5 charged only for locations within 100 feet of any state highway.
Prohibited areas:
1. Generally where advertising location endangers public peace, health, safety or where it obstructs view at corners, curves, angles, turns or intersections of highway or railroad crossings.
2. 300 feet from corners, turns or intersections.
3. 500 feet from railroad crossings.

Note: The Act applies only outside of incorporated cities, towns or villages.

CALIFORNIA. Laws of 1933, Chapter 341.
License fee, $50.
Permit fee, twenty-five cents for signs; $1 for structures.
Prohibited areas:
1. 300 feet from intersecting roads or railroad crossings subject to certain limitations.

CLASS 2

(a) Where the prohibited areas are generally at or near road intersections or railroad crossings:

RHODE ISLAND. General Laws of 1923, Chapter 1741, Section 26.
300 feet from railroad grade crossings.
50 feet from road intersections.

OHIO. Supplement to Laws of 1925, Section 7204–1A.
At intersections or curves where the view is obstructed, special approval for advertising locations is required.

INDIANA. Acts of 1935, Chapter 88.
Within 100 feet of highway where view is obstructed.

ILLINOIS. Revised Statutes of 1923, Chapter 121, Section 160.
300 feet from grade crossings.

MICHIGAN. Compiled Laws of 1929, Section 4613.
500 feet from highway intersections, railroad crossings, or turns in highway where the view is obstructed or in any manner dangerous to the public.

MISSISSIPPI. 1933 Supplement to Mississippi Code of 1930, Section 796–1.
Within a radius of 200 feet from road intersections or railway crossings or at or near any curve or bend in the road outside of the corporate limits of a city or town where the view is obstructed.

IOWA. Laws of 1927, Chapter 248, Section 4844.
Where advertising locations obstruct view of any portion of a public highway or railroad track so as to render the use of the public highway dangerous.

WISCONSIN. Laws of 1923, Chapter 343, Section 4446.
Within triangles bounded by two intersecting roads and a line connecting points 1,000 feet from the intersection of the center lines of said roads when outside of the corporate limits of cities or villages.

North Dakota. Laws of 1925, Chapter 145, Section 1.
1,000 feet from highway or railroad grade crossings where the view is obstructed by the advertising location.

South Dakota. Laws of 1919, Chapter 127, Section 2.
Near road intersections or curves where view is obstructed by advertising location.

Kansas. Laws of 1927, Chapter 159, Section 1.
150 feet from railroad grade crossings, abrupt turns or private drives where the advertising structure is over four feet high.

Montana. Laws of 1921, Chapter 142, Section 2.
Within 150 feet of railroad grade crossings, the written consent of the County Commissioners is required for advertising locations.

Note: The Act does not apply to incorporated cities, towns or their environs.

Colorado. Laws of 1937, Chapter 203.
250 feet from railroad or grade crossings where view is obstructed by advertising locations.

Note: The Act does not apply to cities, towns and incorporated areas and is limited to an area within 500 feet of the center line of the highway.

Washington. Pierce's Code of 1933, Section 6050–3.
500 feet from railroad grade crossings where the view is obstructed by advertising locations.

(b) Other protected areas:

New York. Laws of 1935, Chapter 426 amending the Conservation Act of 1911.
500 feet from any state park or parkway.

Georgia. Code of 1933, Section 95–2006.
Where advertising locations obstruct the view from any public road to any other portion of said road.

Missouri. Revised Statutes of 1929, Section 7607.
In cities of 500,000, advertising locations are prohibited in, about or on any park, parkway, playground, or recreation ground.

South Dakota. Laws of 1919, Chapter 127, Section 1.
300 feet from any cemetery without consent of city, town or township officials and officers having control of cemeteries.

Colorado. Laws of 1937, Chapter 203.
500 feet from any scenic parkway as defined in the Act.
250 feet from historic monuments or shrines.
Scenic areas as designated by Secretary of State.

Note: This Act does not apply to cities, towns or incorporated areas and is limited to an area within 500 feet of the center line of the highway.

CLASS 3

North Carolina. Acts of 1937, Chapter 127, Section 151.
(a) On those in the outdoor advertising business:
50 or more signs, $100.
20 to 50 signs, $50.
Less than 20 signs, $1 for each sign.
In addition to the above, for each city, town or other place in which signs, etc. are maintained:
$5 to $150 depending on the population of the city.
$25 for each county outside of cities and towns.
(b) On those not in the outdoor advertising business:
$1 for each sign up to 500.
$500 for 500 or more signs.

Georgia. Laws of 1927. The General Tax Act, Section 398, Paragraph 5.
$1 for each location which is defined as 75 linea lfeet or less.

FLORIDA. Revised General Statutes of 1920, Section 815. Laws of 1929, Chapter 14,491, Section 6.
$5 in cities and towns of less than 10,000; $30 in cities and towns of 10,000 or more.
$75 for locations in ten counties or less; $200 in more than ten counties.
The above charges are only on those in the outdoor advertising business.

MISSISSIPPI. Acts of Extra Session 1935, Senate Bill No. 24, Section 7.
$1 for each billboard, etc., with an area of 300 square feet or less, and $1 additional for each additional 300 square feet or part thereof.

KENTUCKY. Carroll's Statutes of 1922, Section 4224.
On those in the outdoor advertising business, a flat $10 license fee.

LOUISIANA. Laws of 1934, 3d Extra Session, Act 15, Section 40.
One fifteenth of one cent per square foot for each sign or billboard; minimum, twenty-five cents.

TENNESSEE. Laws of 1937, Chapter 108.
On those in business of advertising by electric signs, $20 to $100 depending on the size of cities or towns where advertising is located;
By posted bills or other printed matter, $10 to $100 depending on the population of the counties in which the advertising is located;
By painted billboards or advertising signs, $20 to $125 depending on the population of counties where the advertising is located.

WASHINGTON. Laws of 1933, Chapter 191.
On those in the outdoor advertising business a tax equal to the gross income of the business multiplied by one per cent.

CLASS 4

Laws making illegal the placing of signs on property of another *without his consent.*

*MAINE. Revised Statutes of 1916, Chapter 129, Section 18.
NEW HAMPSHIRE. Laws of 1926, Chapter 380.
VERMONT. Laws of 1933, Section 8535.
*MASSACHUSETTS. Acts of 1921, Chapter 266, Section 126.
*RHODE ISLAND. General Laws of 1923, Chapter 397.
CONNECTICUT. Laws of 1921, Chapter 79.
NEW YORK. Cahill's Consolidated Laws of 1923, Chapter 41, Section 121.
*NEW JERSEY. Laws of 1931, Chapter 170, Section 1.
DELAWARE. Revised Code of 1915, Section 3487.
*PENNSYLVANIA. Purdon's Statutes of 1936, Section 3083.
*MARYLAND. Laws of 1922, Chapter 436.
ALABAMA. Code of 1928, Section 3475.
*NORTH CAROLINA. Public Laws of 1924, Chapter 109, Section 1.
*FLORIDA. Laws of 1929, Chapter 13801, Section 1.
*GEORGIA. Code of 1933, Section 95–2005.
*LOUISIANA. Laws of 1924, No. 120, Section 1.
OHIO. General Code of 1921, Volume 3, Section 12492.
INDIANA. Baldwin's Statutes of 1934, Section 2507.
ILLINOIS. Smith-Hurd Revised Statutes of 1923, Chapter 38, Section 466.
*NEVADA. Laws of 1925, Chapter 90, Section 2.
*OREGON. Laws of 1920, Volume I, Section 2212–1.
WASHINGTON. Remington's Compiled Statutes of 1922, Chapter IX, Section 2659.
*COLORADO. Laws of 1937, Chapter 203, Section 6.

"No sign and no printing, pictures, lettering, device or other advertising matter whatsoever shall be posted, tacked, painted or otherwise affixed to a fence post, telephone post, tree, bridge, barricade, rock or fence."

Note: The Act applies only to an area within 500 feet of the center line of highways and outside of incorporated cities and towns.

WYOMING. Revised Statutes of 1931, Section 32–367.

***Written consent is required.**

The following States require a license from the owner of land on which sign is placed.

ARIZONA. Revised Code of 1928, Section 4833.

CALIFORNIA. Penal Code of 1931, Chapter 693.

MONTANA. Revised Codes of 1921, Section 11, 481.

UTAH. Laws of 1919, Chapter 131.

WASHINGTON. Remington's Compiled Statutes of 1922, Chapter XI, Section 2708.

The Idaho and Massachusetts regulations are more sweeping.

IDAHO. Compiled Statutes of 1919, Section 8561.

> "Unlawful for any person to paint, sketch or place in any manner or form or by any means upon any rock or rocks or similar natural object or objects *any place within the State of Idaho*, any sign, advertisement or picture or commercial or business name for business or commercial purposes."

MASSACHUSETTS. Regulations of the Department of Public Works adopted in 1924, Section 4.

> "No outdoor advertising shall be painted or affixed upon any rock or tree. No outdoor advertising shall be painted or affixed upon any fence or pole within 50 feet of any public way nor directly on the wall of any building."

The following States do not appear in any of the above classes: Arkansas, Oklahoma, South Carolina, Texas, West Virginia.

On the following page will be found a list of the leading billboard cases.

Leading Billboard Cases

Thomas Cusack Company vs. City of Chicago, 242 U. S. 526, decided in 1917.

Packer Corporation vs. Utah, 285 U. S. 105, decided in 1935.

These cases put billboards in a class by themselves and emphasize the inability of the public to escape from such advertising.

St. Louis Poster Advertising Company vs. City of St. Louis, 249 U. S. 269, decided in 1919.

Liggett's Petition, 291 Penn. 109, decided in 1927.

These cases hold that billboards may be excluded from residential districts and the St. Louis case has this language of Justice Holmes: "If the city desired to discourage billboards by a high tax, we know of nothing to hinder."

General Outdoor Advertising Company, Inc., vs. City of Indianapolis, 202 Ind. 85, decided in 1930.

This case upheld the right of the city of Indianapolis to prohibit a billboard location within 500 feet of a park, parkway or boulevard. It emphasized esthetic considerations as justifying billboard regulation "so long as the ordinance (for control of billboards) is not intended solely for esthetic purposes, it will be considered valid in Indiana." The court believed that the attractiveness of places affects their prosperity and therefore that regulations which produce or increase attractiveness are valid.

Perlmutter vs. Greene, 259 N. Y. 327, decided in 1936.

No adjacent land owner has the vested right to be seen from the street. The Highway Commissioner was upheld in erecting a screen in front of a billboard in order to reduce the hazard of highway travel.

General Outdoor Advertising Company, Inc., and Others vs. Department of Public Works, 289 Mass. 149, decided in 1936.

This is the most comprehensive and far-reaching decision against the billboards. It established and defined three distinct tests to determine the validity of billboard regulations: (1) if the regulations tend to eliminate the danger of the highway by removing signs which divert the attention of the motorist, (2) if the regulations increase the enjoyment of highway travel by removing signs which intrude upon the traveling public and (3) in appropriate instances, considerations of good taste, fitness, the preservation of scenic beauty or historic interest may be decisive.

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